



CENTRAL COAST COUNTIES DEVELOPMENT CORPORATION

7000 Soquel Drive, Aptos, California 95003 (408) 688-9000

President: Manuel Santana

Vice-President: Al Espinosa

Executive Director: Alfred Navarro

Secretary-Treasurer: Linda Sanguino

INTERNAL EVALUATION

of

OED-Funded Projects

of

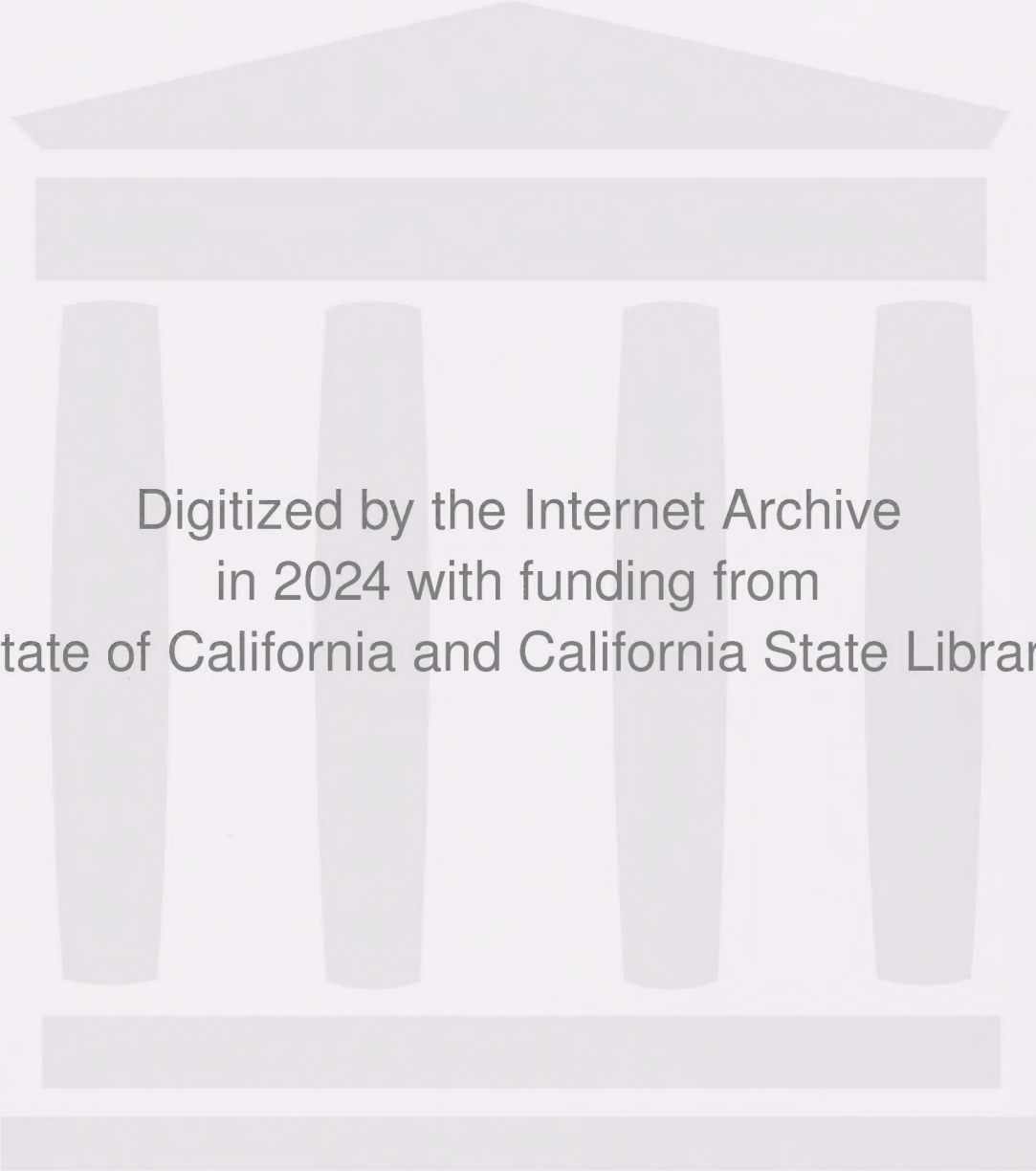
Central Coast Counties Development Corporation

October 13, 1977

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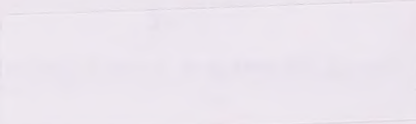
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I INTRODUCTION

INTRODUCTION

This report is the result of a year-long Evaluation and Documentation Project, undertaken by Central Coast Counties Development Corporation (CCCDC) as part of a grant from the Community Services Administration, Office of Economic Development. The report summarizes the findings of the evaluation of six of CCCDC's projects, all funded wholly or in part by OED during the past three years:

- A. Northwest Project (Northwest Regional Economic Development Planning and Technical Assistance)
- B. Resource System (Rural Development Cooperative Resource System)
- C. Agri-Park/Rancho La Fe
- D. Agricultural Vocational Education (Peer Group Effectiveness in Cooperative Training Development)
- E. San Jerardo (Rural Housing Development)
- F. Strawberry Cooler (Management Assistance as an Imperative for Success)

Central Coast Counties Development Corporation.

Central Coast Counties Development Corporation is a private, non-profit corporation, established in 1969 to engage in rural community economic development efforts, primarily in Santa Cruz, Monterey and San Benito counties in California. CCCDC's approach to rural development is a comprehensive one that combines the building of individual and collective capacities with the opening up of new structures and opportunities for participation in the economic life of a community. CCCDC's current programs include the development and support (through training, financing, technical and other kinds of assistance) of farmworker cooperatives, training in agricultural occupations, rural resources development and CETA-funded employment and training programs.

Central Coast Counties programs are funded through government and foundation grants, including over \$3.5 million in federal grants and loans from sources such as the Office of Economic Development, Department of Labor and Department of Commerce, and the U.S. Office of Education. Even more important has been CCCDC's ability to attract, in the form of loans, over three-quarters of a million dollars of private sector funds to complement the grants from public sources.

CCCDC is not a conventional CSA-funded community development corporation, as is explained later in this introduction. Roughly 20% of the Corporation's funding comes from OED, with the remainder coming from other sources (seventeen sources in all). However, it is with the six projects that have received OED funding over the past three years that this internal Evaluation is concerned.

A. Purposes of CCCDC's Internal Evaluation

The purposes of this project are, like those of most evaluations, to ensure and enhance CCCDC's accountability and to improve the organization's effectiveness in accomplishing its own goals and mission.

All such organizations are in some sense accountable: not only to funding sources, but also to the people being served and to board members and others who formulate and reinterpret the organization's original conceptual mandate. The impetus for CCCDC's Internal Evaluation comes from its inclusion in the 1976 Demonstration Proposal to the Office of Economic Development, Community Services Administration.

The Evaluation, then, has a dual purpose: (1) to assess the degree to which the goals and objectives stated in the proposals to OED have been accomplished, and (2) to evaluate the impacts of CCCDC's projects in order to enhance the Corporation's effectiveness in meeting its own broader goals.

The Evaluation comes at a time, however, when CCCDC is reassessing its mission, its program directions, and even its original conceptual framework. It is hoped that this report will aid in that reassessment effort by raising some critical questions about program effectiveness, and by developing some tools that can be used in the planning and continuing assessment of future CCCDC programs.

The purpose of the Evaluation is not to make value judgements on the Corporation's goals and programs, nor is it an effort to assign credit for "successes" and blame for "failures." These are highly relative terms at best, and developmental activities are almost by definition experimental, tentative, and sometimes volatile mixtures of stops and starts, triumphs and defeats, depending on one's particular point of view. What we have sought to do in this Evaluation is to answer these questions:

What was done?

Was it done effectively, in terms of stated goals, objectives and desired impacts?

What were the lessons learned?

The evaluation has itself been a learning process for the Corporation, an example of what CCCDC staff have come to call concurrent development (wherein program practitioners learn as much or more than those being served by the program). It was to gain this kind of expertise and pragmatic experience, in fact, that the Corporation chose to do an Internal Evaluation, rather than to solicit an independent assessment of its programs.

The bulk of the useful learning, however, will come not from the carrying out of the Evaluation, but rather from the thoughtful grappling with the issues raised therein. The trite statement that evaluations are only beneficial to the extent that they are used is still true. This is not meant as a retrospective document, but rather as part of a continuing process of corporate planning and self-examination.

B. Explanation of the Report

For each project we have attempted to describe in general what happened, to assess specific outcomes in terms of the original funding objectives, to study some of the desired or hypothesized impacts of the projects, and to offer some conclusions and raise some issues that seem to emerge from the data. The Evaluation and Documentation Project itself constitutes the seventh project funded by OED; it is also evaluated in this Report, in the form of an assessment of outcomes in relation to objectives and an overall critique of the approaches and procedures used.

The Report is divided into three sections and an appendix. The introductory section is to clarify the purposes, scope, and history of the Evaluation Project and to present a brief picture of the broader conceptual context in which CCCDC's programs and projects have been formulated and implemented. The projects evaluated here have been assessed primarily in terms of their stated goals and objectives, but they should be looked at also in terms of the broader, and not always explicitly stated, concepts and meta-goals that have made CCCDC's approach unique among CDC's and other community groups.

The second section, the Project Evaluations, contains a breakdown of each project along the following lines:

- A Narrative Description, roughly chronological, of what happened in connection with each project. Information for these narratives was gathered through two sets of interviews, through the identification of task-based objectives (see Part C of this Introduction), and through research in CCCDC's files.
- An Assessment of the Project with Respect to Funding Objectives. These attempts to determine the extent to which the original goals and objectives in the funding proposals to OED were accomplished, using information from CCCDC files and from staff interviews.
- A Summary of Impact Study Data, gathered through structured interviews with a total of roughly 75 people, including staff, former staff, community people, and agency officials.
- A Short Analysis, highlighting significant findings and commenting on the methodology used for each study.

The final conclusions section contains a listing of patterns, issues, and questions that emerge from the Impact Study data and from the assessment of projects with respect to funding objectives. These conclusions should not be taken as incontrovertible fact, but rather as focal points for further discussion within CCCDC. In saying this, however, we do not mean to minimize their importance. The statements are made carefully and judiciously and are very much rooted in the data. The issues raised are not all new, but they are of central importance to the CCCDC's work, and we feel that they deserve careful consideration by staff and Board members alike. Finally, we have included a critique of the Evaluation: constraints, methodological weaknesses, "things we would have done if . . .," and recommendations for further study.

C. The Evaluation Project Description of Activities

The Evaluation and Documentation Project essentially began with the approval by OED in March 1977 of a revised plan for CCCDC's Internal Evaluation. At that time a three-person Evaluation Team was created and charged with the task of producing a Final Report for use both by the Corporation and by OED. The following is a brief chronological description of the tasks involved in the Evaluation Project:

Setting Parameters of the Study - The original description of the Evaluation Project included plans to assess a mind-boggling array of macro and micro-impacts of all of CCCDC's activities on project participants and on the surrounding community. Our first major decision, then, was to limit the study to the direct impacts of OED-funded corporation projects. An examination of the 1974, 1975 and 1976 Demonstration Proposals to OED led to the identification of seven such projects, which were funded for a total of \$800,000 for the three year period:

Project	1974	1975	1976
Northwest Project	_____	_____	\$51,438
Resource System	_____	\$ 50,000	54,692
Agri-Park	\$200,000	125,000	_____
Ag Vocational Education	_____	25,000	57,288
San Jerardo	_____	25,000	54,539
Strawberry Cooler	_____	75,000	27,765
Evaluation & Documentation	_____	_____	27,043
(Indirect Costs)	_____	_____	(27,235)
TOTALS	\$200,000	\$300,000	\$ 300,000

Identification of Funding Objectives - The precise identification of program objectives has been a continuing difficulty in the Evaluation. In the grant proposals submitted to OED there was no consistent format for the clear statement (and identification as such) of program goals, objectives, activities, and milestones. Although the clarity and specificity increased greatly with the writing of each year's proposal, it was still necessary to pour over the narrative descriptions of each proposed project, separating measurable or verifiable objectives and activities from operating assumptions, rationales, and long-term and wide-ranging anticipated benefits. The summary of funding objectives included in this Report is the last of a number of such attempts, and we feel that it presents the objectives in a consistent and understandable format, while remaining extremely faithful to the original wording of the proposals themselves.

Identification of Task-Based Objectives - Another difficulty encountered in the beginning was that actual project activities, accomplishments, and time-frames seemed in many cases to bear little or no relation or resemblance to the vague, broad, and even confusing sets of objectives outlined in the proposals. The solution that we chose was one suggested by Dave Roberts, who by

this time was functioning as a consultant to the Evaluation Team. The idea was to catalog all the major tasks undertaken by project staff and the reasons that they gave for performing those tasks, and then to cluster those tasks and reasons into new statements of program objectives. The result would be not only a fairly complete and accurate record of what was actually done, but also a set of reality-based objectives against which to measure progress and to use as a basis for impact studies. Through a series of interviews and assessment workshops with staff we produced a set of task-based objectives, which we then compared with the funding objectives as a means of identifying a set of desired impacts to study.*

Design of Impact Studies - Using the task-based objectives as a guide, we formulated sets of "significant questions" relating to desired or hypothesized impacts of each project. (These "significant questions" were similar to the Evaluative Questions stated in the Impact Studies that are part of this Report). We then drew up a series of possible impact studies for each project, along with proposed methodologies and estimated amounts of staff time required to complete each study. The total amount of staff time required to implement the studies was more than twice the amount of time available, so, with input from the CCCDC Board, we chose a set of Impact Studies that we felt reflected the range of the Corporation's activities and conceptual guidelines.

Data Collection - Data relating to project impacts was gathered through a combination of structured personal interviews, written questionnaires, and assessment workshops (the latter using the so-called Nominal Group Technique, as suggested by Dave Roberts). We then clustered the raw data into categories of responses that related to the Evaluative Questions.

A continuing problem in collecting and reporting the data was the weighting of responses. Because the total number of interviewees for each project study was small, seemingly significant responses sometimes came from only one or two respondents. In most cases, we simply reported the numbers of people making each statement. In the case of the Agri-Park study, we attempted to validate the data by feeding back a set of hypotheses to all the original interviewees for their verification and comments.

Data Analysis and Conclusions

The Evaluation Team began analyzing the data by:

1. Identifying what we considered significant responses, defining "significant" by one or more of these criteria:
 - the amount of consensus that appeared to exist on a given statement or point of view
 - the degree to which responses related to the Evaluative Questions which in turn reflected project goals and CCCDC conceptual guidelines.
2. Doing cross-project comparisons to identify patterns, similarities, contracts, questions that might be raised, issues that we felt needed to be discussed further within the Corporation.

*These task-based objectives were used in writing the project narratives for this Report, and are included in the Appendix.

We presented the first draft of the report, along with some tentative conclusions, to the CCCDC Board of Directors on September 15th. For that meeting we asked them to bring their own sets of conclusions based on their reading of the summaries.² Unfortunately, only two Board members attended the meeting, and they did not have any well-formulated conclusions or reactions, other than to say that the issues that we had raised were not new, but that there was a need to examine them in the light of the Corporation's changing priorities and directions.

The final stage of the data analysis process, then, was a refining of the tentative conclusions reached, and a presentation of the entire Evaluation Report to a meeting that included "key" staff, the Evaluation Team, David Roberts, and Christie Wales, representing Deb Das' office (currently under contract to OED to assist selected CDC's in evaluation matters).

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D. CCCDC: CORPORATE GOALS, MISSION, AND CONCEPTUAL GUIDELINES

The mission of Central Coast Counties Development Corporation, as recently defined by its Project Directors, is Comprehensive Rural Economic Development:

"To combine the building of individual and collective capacities with the creation of new structures and opportunities for participation by rural people in the socio-economic life of their community."

As part of this mission the Corporation endeavors to:

"provide access by rural people to institutions which affect their lives;

provide vehicles to rural people which will allow them to participate in those institutions to their best advantage, and to bring about community actualization;

affect government policies which will stimulate community development activities."

It is this comprehensive, multidimensional approach that is CCCDC's primary distinguishing characteristic. All of the Corporation's activities, as can be seen in this Evaluation, reflect varying combinations of a number of basic roles:

--training ("capacity-building")

--resource developing and mobilizing (including financial, technical, manpower, and other resources)

--network-building and linkage-making (organizing coalitions and alliances for exchange of resources and information and for greater collective influence on policy)

--conceptualizing and implementing models for rural development

--providing technical assistance

--advocacy for policy change

CCCDC staff and board are reluctant to categorize the Corporation or any of its activities. It is not a research organization, yet it conducts research; it is not an employment development agency, yet employment and training is a major emphasis in many of its programs; it is not a service or community action organization, yet a number of its programs result in the provision of such services for its low-income program participants.

Nor is CCCDC a community development corporation in the usual sense of that term. Unlike the CSA funded operational CDC's, CCCDC is funded with "R & D" money. The Corporation implements projects, but only in the context of demonstrating innovative models and approaches to rural development. The "classic" CDC model,

CCCCDC: CORPORATE GOALS, MISSION, AND
CONCEPTUAL GUIDELINES

as supported under the CSA Special Impact Program, is characterized by the following:

1. Board structure: Most are elected or have elected members; 51% must be from low-income groups, with other members drawn from the business, financial, and general community.
 2. CDC's work within their Special Impact Areas and must locate ventures there. Many do engage in external political action at the local, State and Federal levels.
 3. CDC's focus on economic development, attempting to produce as broad an economic impact as possible.
 4. CDC's concentrate on funding ventures and use venture profitability and other economic measures as primary evaluation criteria.
 5. Overall CDC profitability and economic self-sufficiency are major goals.
 6. The effort is made to build the CDC as a permanent community institution which can plan for, stimulate and guide and promote economic development.
 7. CDC's generally invest in economic ventures (invest equity capital directly).
- CCCCDC, on the other hand,
1. Has a Board of Directors which is essentially self-selected.
 2. Works primarily, but not exclusively, in its target three-county area; also engages in political action and advocacy on all levels.
 3. Focuses on a broad range of dimensions of development, including economic, social, educational, cultural, etc.
 4. Is not limited to funding economic ventures, but rather uses a variety of vehicles for development; uses other measures of success besides profitability, such as increased capacities, networks built, relationships established, resources utilized, models tested.
 5. Does not focus on its own profitability and economic viability as goals, but rather on the conceptualizing and testing of models for development.
 6. Does not see itself as a necessarily permanent or large-scale community development institution, and could in fact dissolve itself when its role no longer seemed appropriate.
 7. CCCCCDC does not invest in the ventures which it helps to start.

CCDC: CORPORATE GOALS, MISSION, AND
CONCEPTUAL GUIDELINES

Perhaps the major difference, however, between CCDC and "standard" community development corporations, is its emphasis on conceptual development. It is this emphasis, in fact, that accounts for CCDC's choice of a stable, continuous, and essentially self-perpetuating Board structure, as opposed to a "community -elected" Board with frequent membership turnover. In CCDC's view, low-income people do not have access to, and are in fact victimized by, the institutions of the society. Disadvantaged people often lack the capacity to perceive and define the problems that surround them. CCDC's role is to define problems and to develop and test concepts that will lead to their solutions.

During the past seven years, CCDC has developed and used a set of conceptual guidelines. The concepts presented below are not meant to be a definitive or exhaustive list, but are meant to be a backdrop against which more specific goals, objectives, and evaluation criteria can be seen. (The first three are taken verbatim from the 1976 Demonstration Proposal to CED.)

1. The establishment of an enabling environment. This is an environment that facilitates the process of development. It implies greater community awareness of the process of development, greater capacity to participate in that process and to guide it. It includes a broad array of elements, such as education and training, economic development activities, consciousness-raising efforts, as well as the availability of resources, establishment of enabling legislation, supportive systems and development of concepts and models.
2. The generation of developmental velocity. This describes individual and group capacity building, awareness and consciousness-raising, economic growth, rising above survival needs, and expanded involvement in the community at large. It requires involvement in a developmental process, relevant experiences and possibly training, support systems and a suitable "enabling environment."
3. The establishment of concurrent development. This is a process of parallel growth of participants in the developmental process: The individuals, the community, the organization, the agencies, legislative bodies, etc. Without it, the ability of the participants to work will be diminished.
4. Community Self-Actualization is analagous to Maslow's term in individual psychology; it refers to a healthy, well-functioning community, in which all community members have access to, and control over, the institutions which affect their lives.
5. Developmental Vehicle refers to projects, ventures, or other activities that result in increased community capacities, and in the further creation of an enabling environment. Such vehicles not only stimulate overall community development,

CCDC: CORPORATE GOALS, MISSION, AND
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but they also have direct beneficial effects on the low-income participants. This is in direct contrast to what CCDC terms "trickle-down" developmental efforts, in which disadvantaged residents of a Special Impact Area ostensibly derive indirect or "multiplier" benefits from industries and economic ventures that locate in the area.

Programmatic Implications of CCDC's Conceptual Framework

The goal of establishing an "enabling environment" has resulted in CCDC's multi-leveled and multi-dimensional approach to each of its projects. Co-op development, for example, includes not only organizing and training specific cooperatives--it also entails working with local banks to make them more receptive to providing "high-risk" loans to low-income farmworker co-ops; it includes working on State and Federal levels to create publicly-supported financing mechanisms and to stimulate the formulation of policies and the passage of legislation favorable to the development of low-income agricultural cooperatives; and, it includes working with the Cooperative Extension Service to make it more responsive to the needs of farmworker co-ops and other small, often "marginal", farmers.

The term "velocity" as it is used in CCDC's lexicon comes from the field of sociology, and refers to the rate at which "under-developed" groups or individuals learn to make economic and other institutions work for them. Again, using co-op development as an example, "developmental velocity" is manifested in the speed with which farmworkers begin to see that farm ownership and self-employment in concert with others are real, concrete, and attainable alternatives to seasonal farm work or dependence on a patron. Obviously, this kind of developmental velocity entails not only the learning of necessary skills and knowledge to survive in the business economy, but it also involves a change in the way individuals and groups see themselves and their social environment, leading to increased self-confidence and a sense of power and control over one's destiny.

Agricultural production cooperatives, like other projects and ventures, are seen as vehicles for growth, for the generation of developmental velocity. Thus, a project might "fail" according to conventional measures of success like profitability or longevity and yet be a highly useful vehicle for stimulating the individual and collective development of its participants. A co-op might, for example, break up as a result of internal dissension (an example of what CCDC has come to call "developmental stress"), but if its members start other co-ops or development-oriented projects, then the original vehicle can be counted a success in terms of the Corporation's goals. Obviously, this means that, ideally, projects should be assessed not only in terms of short-run benefits but also in relation to long-term effects on both the project participants and on the larger economic, social, and political environment.

CCDC's commitment to a comprehensive approach to community development has resulted not only in a wide variety of program activities and "vehicles", but also in an emphasis on horizontal and vertical integration. The Agri-Park, for example, is an effort to combine in one facility a number of functions, such as growing, packing, training and marketing (so-called "vertical integration"), while the strawberry cooler is an attempt to

demonstrate the benefits of cooperative marketing arrangements among newly-formed farmworker coops. Perhaps the most comprehensive form of this kind of integrative effort is the Corporation's long-standing plan to establish an Agri-village, in which the coop model would include housing, production, and marketing functions at one residential and agricultural site.

Current CCCDC program activities include:

Cooperative Development. CCCDC Community Development staff are presently working with over 100 farmworker families in four recently-formed agricultural production cooperatives. CCCDC's involvement is at all levels, such as organization, incorporation, legal assistance, management and financial training, obtaining loans and land, and providing supportive services for participating families. The first such cooperative started with CCCDC's assistance was the Cooperativa Campesina, which has grown in six years from a small group of poverty level families to a 1½ million dollar per year strawberry business, with member families earning approximately \$18,000.00 in average annual cash income.

Agricultural Vocational Training: CCCDC has had extensive involvement in all aspects of vocational training and education in agriculture, growing out of cooperative development and other program activities. Curricula have been developed and tested in such areas as labor intensive crop production; cooperative management and finance; marketing; agricultural construction and equipment maintenance; greenhouse production; irrigation; fertilization, and pest control; alternative agricultural technologies. Methods used have included classroom work, on-the-job training, peer group instruction, the development and use of bilingual curriculum materials, vocationally based English as a second language, workshops, field trips, etc. Facilities used have included the Agri-Park, a 112-acre ranch purchased in 1972 to serve as a comprehensive, multi-purpose training site, and the Agricultural Training Center, located on 18 acres near Watsonville, in Santa Cruz County.

Housing: The primary focus of CCCDC Housing staff has been its work with San Jerardo, Inc., the first cooperatively owned farm labor housing project in the nation. In late 1974, 60 farmworker families living in the Salinas Valley came to CCCDC for assistance in purchasing and rehabilitating a former farm labor camp in order to provide themselves low cost housing. CCCDC has helped them to organize and incorporate as a cooperative, to obtain necessary use permits through extensive negotiations and protracted litigation, and to obtain funds (principally through a Farmers Home Administration loan, the first such loan granted to a cooperative) to finish construction of the 60 housing units. Housing staff have also been examining the feasibility of building cooperatively owned farm labor housing at other similar sites in Monterey County, and have been working with residents of the Hebborn Heights area of the City of Salinas to focus resources on the construction of low cost housing.

Project AWARE: Project AWARE (Adult Work Experience and Related Education) is an employment and training program funded under the Comprehensive Employment and Training Act to provide work experience, classroom and on-the-job training in Monterey, Santa Cruz and San Benito Counties. A staff of 12, six of whom are placement and training counselors, serves approximately 450 trainees annually, providing a whole range of supportive services in addition to job development and

counseling (including vocational and career counseling). Innovative features of the Project AWARE program include extensive combination of classroom work and on-site training, continuing research into the career implication of various training programs and occupational areas, such as in new or underdeveloped areas of agriculture, bilingual education, and the use of nontraditional or unusual kinds of placements.

Community Development Careers Program: This program is a new project in Madera, Sutter and Colusa Counties. Under the program, two Rural Opportunity Resource Centers have been established in Madera and Yuba City, with approximately 15 trainees enrolled in each site. Trainees are CETA eligible (i.e., low-income unemployed) and are enrolled full time for a maximum of nine months in the Program.

The training begins with an immersion course in the concepts and hard realities of community development, both in terms of how development occurs and of the career opportunities in developmentally-oriented economic ventures. Then the training moves into several months of basic instruction and field experience in the following areas: communication skills, work skills and attitudes, entrepreneurial and small business skills, new and alternative technology, community development processes, community research skills, new and alternative technologies (appropriate to rural areas), resource identification, etc. Gradually the program participants regroup themselves as interests develop in specific fields and projects. Thus, some participants might become involved in setting up a small business or agricultural coop, after doing the appropriate market and feasibility studies, some might concentrate more on farming, and seeking funding for, their own community development corporation, while others might be placed in other social service or community development agencies. The ultimate goal is to have each of the participants in some kind of unsubsidized employment, including self-employment, while at the same time fostering the development of ventures that will stimulate community economic growth.

Rural Resources Development: As CCCDC models and approaches have gained wider and wider recognition, the Corporation has been called upon increasingly to render technical assistance to other community development groups, both in California and elsewhere in the nation. This has involved not only extensive contacts with individual groups, but also fostering the development of strong coalitions of groups, both to exchange information, experiences, and resources and to achieve a greater collective impact on developmentally oriented government policy at all levels.

II. PROJECT EVALUATIONS

II-A. NORTHWEST PROJECT

Northwest Project Narrative

The Northwest Project originated through contact initiated by Ed Feeney, a DOL official. The Department of Labor (DOL) had inherited migrant farmworker service groups in Northwest from O.E.O. and was considering getting these groups involved in economic development activities. Ed Feeney, who used to monitor CCCDC for EDA, recalled CCCDC's expertise in the field and as a result asked CCCDC to help these groups establish a CDC in the Pacific Northwest. CCCDC requested and received \$62,996 (Section V of the 1976 Proposal to OED) to provide this technical assistance.

CCCDC took on the Northwest Project because it fit into CCCDC's strategies for national rural economic development. The project provided CCCDC with the opportunity to transfer and to thereby test its models in the northwest. A successful effort would create greater demand for rural development and stimulate the release of funds for similar efforts. The Northwest Project could be integrated into CCCDC's endeavors to help create more Community Development Corporations (CDC's) in the far west and strengthen the area's representation in the National Congress for Community Economic Development (NCCED). The creation of a CDC in the areas was timely because of the enforcement of the Homestead, Desert Lands and Reclamation Acts which would make land available for small farms and cooperative development.

Among the initial tasks for CCCDC was to identify migrant farmworker service groups in the area and assess their capabilities for economic development activities. Northwest Rural Opportunities (NRO) was identified as the principle group with which CCCDC would work. The Idaho Migrant Council (IMC) and Oregon Rural Opportunities were also identified as participants. IMC's participation grew from peripheral involvement in the beginning to a more active role throughout the program year. While the Oregon group attended only one early planning session, they are still included in the overall strategy and in the current planning grant proposals.

The next set of tasks was to establish working relationships with these groups, assess the area's needs and resources, design organizational strategies, set up linkages and establish government contacts. Working relationships were established through numerous meetings, correspondences, and phone calls, primarily with NRO from July to September of 1976. In November of 1976, CCCDC staff visited NRO in Seattle to assess the group's resources and capabilities for economic development. During this trip CCCDC staff met with NRO staff, toured facilities and contacted resource persons in the area as a means to assess needs and resources. After reading economic and demographic reports, CCCDC recommended a central, tri-state rural development strategy as opposed to the group's previous service orientation and the urban-oriented strategy recommended by other consulting groups.

After the rural development strategy had been developed, CCCDC and NRO went to work establishing linkages and government contacts. Meetings were held with EDA and DOL officials to get these agencies involved in rural economic development and to provide funds. A meeting was held with Fred E. Romero, Special Assistant to the Under Secretary, U.S. Department of Labor to discuss the transference of CCCDC strategies to the Northwest. This meeting resulted in a proposal to DOL for CCCDC to provide technical assistance. Meetings were also held with EDA Region X representatives in Seattle and Boise (in charge of NRO and IMC, respectively) to establish contacts and familiarize the agency with CCCDC's approaches to rural economic development.

In response to DOL's rejection of CCCDC's and the Northwest groups' joint proposal and to OED's extension of its deadline for considering planning grant proposals, other sources of funding had to be identified. CCCDC urged the Northwest groups to contact other sources to identify monies available, proposal deadlines, and types of ventures most likely to be funded. Extensive contacts (i.e., meetings, correspondence and phone calls) were made with agencies in the Northwest such as the Tri-State Governor's Commission and the Northwest Regional Commission as well as the congressional delegations from each of the three states. Proposal formats were changed to meet the requirements of particular funding agencies. Proposals were submitted, but no funds were available at the time.

An activity that was not mentioned specifically in the proposal but was brought up as an accomplished task nonetheless, was to strengthen, solidify and formalize relationships among the groups themselves and between the groups and other CDC's. To this end, CCCDC staff (primarily the Executive Director) held numerous strategy sessions with representatives from NRO and IMC. As vice-president of NCCED Alfred Navarro also brought NRO and IMC into that organization to assist them in learning about, and making contacts with, other community development groups, issues and strategies.

An ongoing task of CCCDC staff has been to provide information and guidance in the conceptualization of development issues and strategies. Information was provided in the form of printed materials on rural technology, small farm viability, intermediate technology, coop development, agricultural economics, the Westlands issue, greenhouse manuals, coop by-laws and Articles of Incorporation, etc. Northwest Rural Opportunities staff visited CCCDC in December 1976 and met with the staff to discuss concepts and strategies for developing their CDC. CCCDC arranged for NRO to meet with the Spanish Speaking Unity Council, the National Economic Development Law Project and the coops with which CCCDC is working. NRO staff also had the opportunity to attend coop meetings and classes to exchange ideas with coop members and to actually see a coop in operation.

An important task in terms of establishing a CDC in the area was to draft and review a Northwest Regional Planning Grant proposal. In conjunction with this objective were the identification of potential funding sources and the provision of information and technical assistance in planning an economic development strategy. In the November trip to Seattle, CCCDC staff assisted NRO in the initial stages of preparing a planning grant proposal. A December trip to Boise for the expressed purpose of getting IMC more involved in establishing a CDC also entailed further work on the proposal. A plan for an initial draft was worked out, identifying tasks needed to be done and drawing limits on the support materials (demographic, geographic and farming reports) to be included. During the months of December and January CCCDC kept in constant written and telephone contact to coordinate the groups as they prepared the first draft. An agenda was arranged for the final draft review and submission of the proposal. The draft was reviewed by Alfred Navarro at the NCCED Conference in Washington, D.C., and subsequently by other CCCDC staff. In April CCCDC staff went to Seattle, critiqued the draft and made recommendations.

The Planning Grant Proposal was submitted to OED in August, of 1977, with 20% of funds written in as a subcontract for CCCDC to provide technical assistance. The Northwest CDC has already been set up and although the proposal has not yet been funded favorable action by O.E.D. and supplemental funding by other agencies seem likely.

NORTHWEST PROJECT: Assessment of Funding Goals and Objectives

GOALS: Accomplished

OBJECTIVES: Largely not accomplished (as described in 1976 proposal)

Interviews conducted by the Evaluation Team indicate that most of the goals and objectives for this project were met informally (i.e., in an ad hoc and largely undocumentable manner). Several migrant farmworker groups in the Northwest were identified, "assessed" in some manner, and given assistance in developing a system design for economic development in their area. Staff of the Northwest groups do see CCCDC's models as replicable and appropriate for their client groups, although it is too early to make a final determination regarding "replicability" since the programs have not yet been implemented.

The primary area in which CCCDC fell short of meeting its stated objectives was under Objective 2, "Assess Needs and Resources." Items (a) through (f) suggest some fairly specific and in-depth written studies, which, as far as we were able to determine, were not completed.

The objectives throughout this section were difficult to assess for a number of reasons:

1. Little or no documentation exists for activities undertaken.
2. The objectives as stated in the proposal are often not quantifiable, measurable, or even verifiable. The objectives do not include specific criteria for determining whether or not they have been met. (For example, the word "assessment" is used repeatedly without spelling out the format or the depth of that effort).
3. The objectives do not specify CCCDC's role in the project; they do not say who will perform the tasks described (CCCDC, the Northwest groups, or a combination of groups).

NORTHWEST PROJECT --- 1976 PROPOSAL

(Northwest Regional Economic Development Planning and Technical Assistance).

Demonstration Objective: To demonstrate that the postulates, designs, models and successes of CCCDC in three counties of the Central Coast area of California are replicable in other areas where there are similarly large numbers of seasonally employed and totally unemployed farmworkers. If successful, the agriculture-based development effort will demonstrate that the design stage can be omitted for the Northwest; and, by extrapolation, that this is true in other areas also.

Goal #1:

To demonstrate the replicability of CCCDC approaches in the Northwest. (Extrapolated from above Demonstration Objective).

(See Impact Study).

Goal #2:

"CCCDC will identify the present migrant farmworker service groups active in the area and assess the capabilities of each to move into economic development activities which are tied to abilities and needs of the farmworkers."

Two groups were identified with which to work: Northwest Rural Opportunities Corp. in Yakima, Wash. and Idaho Migrant Council in Boise, Idaho. Assessment of the groups was as follows:

Objectives/Activities:

Objective #1:

Assess present migrant farmworker service groups:

- a. Analyze structure and organizational status.
- b. Describe functions and expressed objectives.
- c. Describe "current and long-range potential of the groups and their projects".
- d. Assess management, internal development probabilities and fiscal responsibility.

Although no formal written assessment of farmworker service groups was produced, the following activities related to the objective were done: the groups were assessed informally through meetings, correspondence and telephone calls. Items (a) through (d) were accomplished, according to the subjective assessment of an NRO staff member, through frequent meetings to develop strategy. Evidence of the effort can be found in the Planning Grant proposal written for OED, and in records of meetings held

Northwest Project - 1976 Proposal

Objective #1: (continued)

- e. Meet with farmworker service groups in Idaho, Oregon and Washington.
- f. Meet with leaders of migrant groups to assess efforts on their behalf.

Objective #2:

Assess needs and resources:

- a. Compiling a census (and visiting some) of the educational training institutions in the area.
- b. Enumerating the supply, marketing and processing facilities and organizations of the area.
- c. Estimating land and water costs, availability and capabilities.
- d. Assessing direct-to-consumer group marketing possibilities for linkages with the production which may be possible for the farmworker groups.
- e. Assessing human amenities (housing, health care, commercial facilities, community facilities) which are now present and which, if not present, must be provided for success of any development program.

(see project files). Items (e) and (f) were accomplished as part of this effort; numerous meetings were held between November 1976 and June 30.

No formal written assessment of needs and resources was produced. Items (a) through (g) were accomplished in the following ways:

No formal census was done. CCCDC and Northwest staff visited Washington State University Extension Service in Pullman Washington and Big Bend Community College (a possible training site).

Not done. (NRO staff member says that this was done in a report outline by CCCDC staff)

Done, in the form of a "Crop-Land Analysis", found in the NRO Source Material file.

Not done.

Not done in any formal or written manner. The problem of farmworker housing is dealt with in the OED Planning Grant draft, and farmworker poverty is dealt with in a "Target Area Statistics" document found in the project files. According to an NRO staff member, the general topic of human amenities was discussed at length in strategy sessions.

Northwest Project - 1976 Proposal

Objective #2 (continued):

f. Determining supply and availability of equity and operating capital and noting the deficiencies.

g. Assessing the applicable research and outreach capabilities and deficiencies.

Objective #3:

"...Educate state and federal agencies in the essential needs, resources and structures, seeking to obtain the commitment of key agencies to participate in the farm-worker improvement system."

Not done (according to NRO and IMC staff).

Not done, although an NRO staff member mentioned discussions of greenhouse technology as an example of "applicable research".

The following agencies were contacted:

Economic Development Administration, Seattle and Boise
 Department of Labor (Fred Romero, Ed Feeney)
 Northwest Federal Regional Council
 Tri-State Governors' Commission
 Community Services Administration, Region IX
 Community Services Administration, OED

We were unable to determine the extent to which these agencies were "educated". According to a former CCCDC staff person, verbal commitments of support were obtained from a number of agency staff. If "commitment... to participate in the farm improvement system" is defined as committing financial or staff resources, then we found no evidence of such commitments.

Northwest Project - 1976 Proposal

Objective #4:

Develop system design:

- a. Needs assessment and summary (see above).
- b. Identify objectives and criteria
- c. Identify alternatives for system design.
- d. Evaluate alternatives for system design.
- e. Compile comments from institutions and farmworker organizations; review and assess comments.
- f. Recommend program for implementation.

Emphases mentioned in Proposal:

Research, development demonstration and dissemination of information on labor-intensive, energy-intensive crops.

Nontraditional cooperative structures.

Transformation of migrant farmworkers into independent or semi-independent farmers and businessmen.

Non-traditional land tenure patterns.

Availability of water for developmental program.

A system design was developed as part of writing the OED Planning Grant and recent proposals to other agencies. Evidence of items (a) through (f) can be found in varying degrees in the OED Planning Grant proposal:

No formal needs assesment done; needs described in proposal.

Done as part of strategy-planning, proposal-writing process.

" " "

" " "

Not done.

Done.

NORTHWEST PROJECT: Impact Study

The Intention of the Project. The intention of the Northwest Project was to assist groups in the area in the design of community development efforts and in the process to demonstrate the replicability of CCCDC's approaches. An objective of the impact study was to test the replicability of CCCDC's approach by identifying the elements of CCCDC's experience that were found applicable in the area by the Northwest groups. A second objective was to assess the impact of CCCDC's technical assistance by identifying the areas where the Northwest groups' knowledge and awareness of community development activities had increased. An implicit objective of the impact study was to determine whether CCCDC was more qualified in helping to structure a community development corporation than consultants, government agencies, or academic institutions.

One Day Assessment Workshop. The Evaluation Team, with the assistance of Dave Roberts, planned for a one day assessment workshop involving two representatives from each of the two groups. Using the "nominal group process" the participants in the workshop would: 1) list changes attributable in part to CCCDC intervention; 2) judge the degree to which the design stage in the group's development was skipped as a result of CCCDC's efforts; 3) assess an increase in knowledge; 4) identify the essential elements of CCCDC's experience used or useful in the Northwest. The one day assessment workshop would be conducted by the evaluation coordinator, using standard questionnaires and ratings sheets.

Interviews with Northwest Groups' Representatives. Fortuitously, the National Congress for Community Economic Development (NCCED) was holding a conference in Bellingham, Washington on July 18, 1977. The three Northwest groups' representatives would be in attendance and it seemed an opportune occasion to hold the one day workshop. Unfortunately, the conference's schedule permitted only informal interviews with the representatives from Northwest Rural Opportunities (NRO) and one representative from the Idaho Migrant Council (IMC). Follow-up telephone interviews, using formal questionnaires were conducted with one representative from NRO and one representative from IMC. The other Northwest group, Oregon Rural Opportunities, has yet to be interviewed since their representative did not attend the conference.

NORTHWEST PROJECT: Impact Study

Evaluative Questions:

Are CCCDC's approaches replicable in the Northwest?

What were the impacts of CCCDC's technical assistance to the groups in the Northwest? Was the "design stage" of an economic development strategy for the area "omitted" or at least shortened/facilitated as a result of CCCDC's intervention?

Persons Interviewed:

Formal questionnaire - 1 representative from NRO
1 representative from IMC

Informally - 2 representatives from NRO
1 representative from IMC

A. Replicability of CCCDC's Approaches.

Both groups saw the project as "taking CCCDC's experiences and applying them to our local situation"... "CCCDC has given us a model, through its practice and its position papers, for a three-state economic development strategy based on rural coops and on vertically integrated enterprise." The specific elements of that model cited by the groups were:

- establishing production and marketing cooperatives.
- focusing on farm-related projects.
- placing "sole ownership in the hands of farmworkers," using equity loans rather than equity investment on the part of the CDC.
- looking at San Jerardo as a useful model to meet the critical need for farmworker housing in Idaho (where a number of labor camps are located.)

B. Impacts of CCCDC's Technical Assistance

Implicit in the evaluative question is the issue of whether or not CCCDC (and by extrapolation, other community development corporations) is better suited to give this kind of technical assistance than are other groups, such as consultants, government agencies, or academic institutions. Both groups felt that they could not have gotten this kind of technical assistance anywhere else. Both mentioned CCCDC's community economic development as a unique combination that would have been difficult or impossible to find elsewhere. One group had had a negative experience with an urban-oriented consulting firm, who "wanted to tell us how to do it without listening to us....and would have taken us down the wrong road!" CCCDC, on the other hand (in the person of its Executive Director) was able to establish an almost immediate rapport with the Northwest groups: "Alfred Navarro had a rural understanding and background....he was willing to help but not take over....and was never on a power trip!" A Board member of one of the groups thought that a CDC was a good vehicle for technical assistance because of its mix of "program people and research people"; he also liked its pragmatic approach, as opposed to what he termed the "test-tube" academic approach.

The aspects of CCCDC's assistance that were mentioned as useful were:

Contacts

"CCCDC linkages with Federal officials in the Pacific Northwest have been an asset"

"We're a lot more familiar with what economic development is and who we should be in contact with.....(we've) had more interaction with them"

"Alfred Navarro was helpful in putting us in contact with people in NCCED and NAFO"

"We have always been strong in this area (political contacts and processes)there was some gain through our relationships with CCCDC and NCCED"

Knowledge

The groups reported significant increases in knowledge in the following areas (attributable, at least in part, to their contact with CCCDC):

Of community development organizations - "from zero to....an overall familiarization with the concept"

Of funding sources - "from virtually nothing to what we feel is comprehensive knowledge"

Of community development processes in general - "steadily learning"

(The National Economic Development Law Project's Lawyers Guide to Community Economic Development was also mentioned as valuable source of knowledge of CDC's and of funding sources.

A somewhat smaller increase in knowledge of local and regional needs and resources was reported. One respondent stated that potentially useful new resources were identified, mostly in terms of agencies and possible funding sources.

Strategy Planning

All of the respondents cited CCCDC's (actually Alfred Navarro's) valuable help in developing ideas for a regional, rural-oriented economic development strategy. That strategy has, in fact, been incorporated into grant proposals to OED and to several other agencies.

Movement Toward Economic Development

One of the implicit goals of the technical assistance was to encourage the movement of the groups involved from exclusively service-oriented programs to economic development activity. Based on the data gathered, both groups indicate a move to that direction. NRO would like to move from an estimated 3% of staff time devoted to economic development related activity to 15% of their time in that area. In Idaho, most future economic development activities will be carried out under the auspices of the Northwest Chicano Concilio or a newly-created CDC. (Idaho Migrant Council staff report a maximum of 20 staff

days last year spent on economic development-related activity. They have also been involved in less formal economic development work: "As an organization we're trying to stimulate more individuals to get involved in economic development (.....explaining federal loan programs)."

Forms the Technical Assistance Took

CCCCDC's work with the Northwest groups seems to have been largely informal, rather than through written research materials or structured "training" or workshops. Activities centered on "strategy sessions" to plan and write the OED planning grant proposal and, more recently, other proposals. Telephone calls between Aptos and the Northwest were frequent and very often ad hoc: "We got Alfred Navarro's input any time we got stuck on a problem."

NORTHWEST PROJECT: Summary and Commentary

Summary Statements

1. Groups interviewed thought that CCCDC's approaches are replicable in the Northwest ("gave us a model").
2. CCCDC uniquely qualified to give them technical assistance:
 - unique combination of experience with farmworkers.
 - ability to establish rapport, to "listen" without laying trips.
 - effective combination of program people and research people.
3. Main benefits of technical assistance were:
 - contacts (linkages)
 - knowledge of CDC's, of funding sources, of community development in general.
 - design of a strategy for the Northwest.
4. Most technical assistance activities were informal, ad hoc.

Commentary

The Northwest Project exemplifies the kind of "boundary" or non-local technical assistance/quasi-consulting activity that CCCDC (and particularly its Executive Director) does well. The interviews indicate that the project was effective because of CCCDC's unique combination of experiences and diversified staff (both program and research), because of the staff's ability to establish rapport and to "listen without laying trips", and because of contacts made with CCCDC's help all of which would seem to "justify" CCCDC's comprehensive, multi-dimensional approach and its continued involvement in network-building and technical assistance activities on the State and National levels.

Most of the assistance given was in the context of developing ideas and models for use in a three-state "strategy" for economic development, and obviously this activity was dependent upon CCCDC's direct experience with those ideas and models. The informal, give and take approach used seems to have been most effective, in spite of the relative paucity of documentation and "products" on paper. The project was also effective, we believe, because it was in response to a expressed and fairly urgently felt need on the part of the groups being assisted.

II-B. COOPERATIVE RESOURCE SYSTEM

Resource System Narrative

The Cooperative Resource System grew out of CCCDC's continuing efforts to mobilize community development resources on a variety of levels and in a variety of contexts. Prior to 1975, these efforts included organizing and attending conferences, informal assistance and collaboration with the community groups, and working with local, state and federal agencies to suggest methods of resource delivery and to discuss in general models and concepts in community development. In 1975, the Corporation began to formalize and coalesce these developmental efforts into a "Cooperative Resource System." The "System" was first described in the 1975 proposal to OED as a kind of support and communication system for coops and other community groups. Since then, it has come to include advocacy work with the University and Agricultural Extension System; the formation of the California Federation for Technology and Resources; development of the Small Farm Viability Projects; and continuing participation in networks of community groups and CDC's and policy advocacy on the State and national levels.

The University of California. Since 1974 CCCDC has served, with other community-based groups on an advisory council to the Title V project of the Rural Development Act of 1972 which is under the auspices of the Agricultural Division of the University of California. In particular, CCCDC helped to design a research project to examine operating agricultural coops and for evaluating the role of the university in assisting them. From 1975 to 1976 CCCDC convened conferences with representatives from the Extension Service to provide direction to the research projects funded to the University of California under Title V of the Rural Development Act. During these meetings CCCDC encouraged U.C. researchers to place greater emphasis on agriculturally-based development in rural areas including priorities such as land banking and state sponsored land trusts. Producer coop members attended one conference where they expressed their needs and experiences and added further focus to the research of the Title V Project.

The California Federation for Technology and Resources. CCCDC's work with other community groups to encourage the university to more fully address the needs of the rural poor led to the establishment of a formal Federation. The Federation was to be based on examples of other associations of community-based groups. For example, the Association of Western Spanish-speaking CDC's included CCCDC as a member and later merged with the western regional of NCCED (the National Congress for Community Economic Development). The CDC's involved in this transition felt that they could further localize their efforts by organizing themselves and other groups in California. They considered California a large agricultural state, encompassing groups with similar needs who, thus, could be more easily consolidated into coalitions.

The Federation would have two major functions: 1) to organize community groups into coalitions for advocating policy at state and national levels and 2) to strengthen, through technical assistance and information exchange, new or struggling community groups with scarce resources. From 1975 through 1977 CCCDC worked with various rural groups in the state, determining their needs and the potential for the development of their present capabilities. By the end of 1975 we were acting in a technical assistance role to the Proteus Adult Training Center in Tulare County, Desert Enterprises, Inc. in the Imperial Valley, the Center for Community Development in Humboldt County and to the

Los Coyotes Indian Reservation in San Diego County. On an informal basis, information was distributed and discussed to deal with economic development strategies to assist organizations pursuing CDC status.

Small Farm Viability Project. Closely related to our organizational work on the Federation was the presentation of the concept of a state supported credit and training system to state policy makers. Discussion with officials of the Employment Development Department (EDD) and the Office of Planning and Research from January to March of 1976 resulted in the development of a position paper outlining CCCDC's mechanism for training and financing to be presented to cabinet-level officials in the California state government. As a result of the discussion of the position paper, EDD with CCCDC's assistance, wrote a proposal for a year-long planning effort to include state, federal and community groups. The plan, later to become the Small Farm Viability Project, was funded for \$75,000 from OED in June of 1976. During July and August, CCCDC was heavily involved in the design phases and the organization of seven task forces to examine the questions of financing, marketing, community services, technology, training, and natural resources. In addition, the Federation played an important role throughout the operation of the Small Farm Viability Project whose organizers recruited task force members from more than half of the Federation's membership.

Indeed, EDD and CETA are already proposing to set aside funds for the establishment of a rural development association of local groups interested in rural development which would foster the functions of the Federation and the recommendation by the Small Farm Viability Project. Hearings before the Assembly on the latter project will occur in October. Recommendations are expected to go into effect by January of 1978.

CCCDC's National Involvements. In January of 1977, a law suit was filed by community organizations, many of whom are members of NCCED, to release 46 million dollars in frozen OEO funds set aside for rural programs. The law suit, a strategy to get a stronghold on rural development at the national level resulted in a request to the plaintiffs to set up a mechanism for allocating the funds. Consequently, NCCED received 46 thousand dollars to facilitate the meetings and to work toward the incorporation of a proposed organization. Currently the group is proposing a National Rural Development Corporation (NRDC) to include financing, research and planning with local charters throughout the country. Foundations could potentially use this structure to subgrant their projects, and OED could use it as a mechanism for distributing funds to its state, regional and local projects. Whatever form the NRDC finally takes, it will facilitate similar projects at the state level and strengthen local exemplary projects. Significantly, the Corporation will be based on the efforts of community-based groups whose combined experience and expertise provide particular insights into the problems and solutions for rural America.

Outgrowths of the Resource System. CCCDC's external activities under the resource system encompassed the following outgrowths: In the Spring of 1976, the State Department of Housing and Community Development contacted CCCDC to request assistance, based on its experience on national energy committees, in a project that would utilize appropriate technology as an economic development vehicle for the Los Coyotes Indian Reservation. CCCDC suggested a prototype solar greenhouse to be built at the Agri-Training Center and later transferred to the Los Coyotes site. The greenhouse currently is in the last stages of

construction and is funded by both CSA-R&D money and OED. Also in the Spring of 1976, CCCDC developed a proposal to receive \$429,407 of CETA Balance of State monies to develop "Rural Opportunity Resource Centers" in Colusa, Sutter and Madera counties. Currently two centers are in operation in Sutter and Madera counties employing some 30 interns and implementing economic development strategies. Currently, these groups are in the process of incorporating as independent community groups and may eventually join the Federation.

RESOURCE SYSTEM: Assessment of Funding Goals and Objectives

1974 Proposal

Goals: Accomplished, but not in 1975 program year

Objectives: Not done formally, except preparatory work for Small Farm Viability Project.

Of all the projects, the Resource System is perhaps the widest in scope and of necessity the least defined in terms of anticipated outcomes. As a result, the goals and objectives are necessarily broad. They generally do not specify CCCDC's role, vis-a-vis other groups, nor do they provide verifiable criteria (or products) for evaluating the depth, breadth, or format of the proposed activities.

Goal 1 ("CCCDC will assess, identify and classify available resources....") seems to the Evaluation Team to imply the production of one or more written documents. Using this as a criterion, the goal and its related objectives were not accomplished, at least not in the manner described in the proposal. Areas of usefulness of resources were not "described in detail", and no questionnaires, formal interviews, workshops, or training methods were developed or implemented. Instead, there seems to have been a great deal of more informal activity, through correspondence, telephone calls, attendance at meetings and conferences, etc., which resulted in "spin-off" projects like the Small Farm Viability Project and the Title V work group.

Goal 2 was accomplished in the form of the establishment of the Federation, but not until after the 1975 program year. Goal 3, an assessment of the effort described in the previous goal, was not done. Of the products and benefits mentioned, none were accomplished in FY 1975, but some were done in FY-76.

1976 Proposal

Goals: Accomplished (Federation, Small Farms Viability Project)

Objectives: Specific details generally not accomplished as described in the proposal (except secretariat and position paper).

The goals of this project were accomplished, in the forms of the establishment of the Federation of (for) Technology and Resources and the Small Farm Viability Project. Documentation of project activities is sparse, and the "record of the year's activity" referred to in the proposal was not published, other than in this Evaluation Report.

RESOURCE SYSTEM --- 1975 PROPOSAL

(Part D: Rural Development Cooperative Resource System)

Demonstration Objective:

To demonstrate the feasibility and effectiveness of a coordinated planning and resource system on a statewide basis aimed at integration and supporting rural cooperatives and low-income organizations.

As a result of its efforts in organizing a cooperative resource system, CCCDC has initiated two projects, the California Federation for Technology and Resources (CFTR) and the Small Farm Viability Project (SFVP). During the year of '75 to '76 the Federation was still in its initial organizational phase --- no formal meetings were held. Not anticipated in the proposal, however, was CCCDC's involvement in the design and recruitment stages of the Small Farm Viability Project. Though the project is now under the auspices of the Dept. of Employment Development, CCCDC's presentation of the concept and subsequent work reflects the accomplishment of many of the objectives listed here.

Goal #1:

CCCDC will assess, identify and classify available resources (agencies, organizations, suppliers, growers, printed material, etc.)... to meet needs of rural low-income organizations and agricultural cooperatives... CCCDC will describe in detail the areas of usefulness of these resources and delineate the most effective methods for tapping into these resources. Furthermore, CCCDC will disseminate this information...

Although no formal document was written, CCCDC staff did the following work in relation to the objective: CCCDC participated, however, in the writing of the May, 1977 interim reports for three of the task forces of the Small Farm Viability Project, which assess, identify and classify the resources available to farmers and cooperative members, though their focus is not specifically oriented toward low income organizations. Included in these reports is a detailed description of the areas of usefulness of these resources and recommended methods for tapping into them. CCCDC, however, has not written a formal document on its own, nor has it disseminated this information.

Objectives/Activities:

Resource System - 1975 Proposal

Objective A

Identify needs of rural low-income groups, through questionnaires, interviews, needs assessment workshops and CCCDC's own experiences.

There were no questionnaires, formal interviews or workshops. CCCDC, however, identified the needs of rural low-income groups in the following instances:

---Met with potential target/client groups of low-income minority rural people to determine their needs, and the potential for the development of their present capabilities. (From Progress Report of July 1975 - Sept. 1975, no documentation of the specific groups visited exists).

---Drew up a list of potential groups to be involved in the Resource System. (From Progress Report of July 1975 - Sept. 1975).

---Aided community-based groups in California to assess and identify resources necessary in implementing their activities. This assistance included acting in a technical assistance capacity to the Proteus Adult Training Center staff as they pursued CDC status in Tulare County. Similar assistance was provided for Desert Enterprises in the Imperial Valley, the Center for Community Development in Humboldt County, and to the Los Coyotes Indian Reservation in San Diego County. (From Progress Report April - June 1976).

Resource System - 1975 Proposal

Objective B:

Assess and classify identified needs (input from Work Group).

Aside from the work accomplished with the Small Farm Viability Project, (see above), the identified needs are not assessed and classified in a formal document.

Objective C:

Identify, assess and classify resources. "This will involve solicitation of information from agencies, meetings with key personnel, library research, etc."

Meetings with key personnel of the university included:

A conference of rural development at Brawley to discuss the design, progress, objectives and directions of a research/extension project operated by the University of California and financed under Title V of the Rural Development Act. (From Progress Report of July - Sept. '75).

Met with State and UC agricultural officials to assess availability of information affecting decisions of our target/client groups and to press our view that greater emphasis be placed on agriculturally-based development of rural areas and that priority needs are landbanking, rural development banking, and state-sponsored land trusts. Also talked about using CETA funds for building economic development entities rather than providing jobs. (From Progress Report July - Sept. 1975).

Convened a conference in San Jose on Dec. 11-12, 1975, to include CCCDC staff and representatives for the UC Agricultural Extension. Provided an opportunity for a confrontation between representatives of the university extension and low-income farmworkers (from Quarterly Report Oct. - Dec. 1975).

Objective C (continued):

Follow-up meeting to the San Jose Conference held in Los Angeles on February 26-7. CCCDC representatives and representatives from Cooperative Extension drew up a list of future activities to be funded under Title V of the Rural Development Act of 1972 which addresses the needs of low-income minority farmworkers and co-op members.

Meetings with key personnel from agencies and other institutions included:

On Nov. 1, 1975, attended the national meeting of CDC's on the Housing and Community Development Act called by the National Economic Development Law Project, and focused on the issues of: the lack of rural community development programming at both the state and national levels, and the need for a solid front of rural development organizations at national, regional, and state levels to focus attention on the need for adequate information and implementation of rural development programming.

"Briefing of Ray Williams of the Farmers Cooperative Service in his Washington office on the CCCDC philosophy."

Library research and the solicitation of other information occurred less formally and when the need arose.

Resource System - 1975 Proposal

Objective #D:

Identify common difficulties in resource "tapping" and develop new methods for such tapping.

No formal document which deals specifically with this issue, though the 1977 interim reports of the SFVP refer to the inaccessibility of resources and the need for a delivery system which meets the needs of low-income farmers and co-op members in particular.

Objective E:

Develop training methods in resource utilization.

Structured training methods were not designed or documented, though the technical assistance lent to rural groups included training in resource utilization.

Objective F:

Prepare and disseminate information.

Complete manual on greenhouse production in June, 1976 and disseminate it to groups and agencies.

Compile materials on co-op structures, functions and legal relationships with themselves and between co-ops and other organizations, utilizing both domestic and foreign sources (Progress Report of Oct.-Dec. 1975). No formal document is developed or disseminated.

Research low-energy crops, their production, handling, transport, costs and market structures for suitability to low-income and minority farmworker groups. No formal documents were produced.

Resource System - 1975 Proposal

Objective F (continued):

Compiled a library on agricultural marketing including systems, functional and institutional approaches, books, periodicals, bulletins and unpublished theses. (Prog. Report of Oct. - Dec. 1975).

Objective G:

Organize workshops for community groups in needs articulation and resource selection.

Not done.

Objective H:

Organize workshops to assist agencies in delivering resources.

No formal workshops were held, but a model for delivering resources (The Training and Credit Development Bank) is presented to several agencies during this year:

---A visit is arranged for DeForest Brown, Director of CCED to explore the matter of rural development banking with our staff and with state officials (Progress Report Oct. - Dec. 1975).

---On Jan. 23, 1976, a meeting is held with officials from EDD and the Office of Planning and Research from the Rural Policy Committee to discuss the development banking concept.

---March 27, 1976, meeting is held with the Director of EDD and another EDD official to discuss EDD's involvement.

Objective H (continued):

---Position paper outlining CCCDC's mechanism for training and financing and rural community development is presented during this quarter to Cabinet-level officials in the California state government. As a result top state officials are assigned to utilize the position as a discussion piece, for restructuring the state's rural development policies. A year-long planning effort to include both state, federal and community groups is drawn up (Mar.-June '76).

---Approval given to state of California for a grant to initiate the planning of a statewide training and finance mechanism (June, 1976). Later to become the Small Farm Viability Project.

The organization of the Federation is also a vehicle for assisting agencies in delivering resources, though, again, there were no formal workshops.

The organization of the Federation is an impetus to the Small Farm Viability Project whose organizers are recruiting task force members from the Federation's membership (June - Sept. 1976).

Goal #2:

CCCDC will seek to establish and formalize communication and coordination among rural community development organizations in California for the purpose of articulation of common needs, exchanging information on experiences, assisting each other in their projects and devising methods for influencing policy favorable to their constituencies.

From 1975-1976 no formalized communication and coordination of rural development community-based organizations was established. CCCDC was very involved in the design stages of the SFVP, however, which would eventually deal with the articulation of common needs, the exchange of information among rural development groups involved in agriculture. A formalized system for communication and coordination with the Federation did not occur until '76-'77.

Resource System - 1975 Proposal

Objectives/Activities:

CCCDC will sponsor a series of at least twelve meetings (monthly), which will include the following activities:

Objective A:

Define purpose and operational procedures of "Work Group".

There were no formal meetings from '75-'76. The following activities were accomplished in the organizational phases or in meetings in the following year.

Involved in the designing, recruiting and defining of the task forces (Work Groups) of the SFVP.

In the July 1976 meeting of the CFTR (then called La Federacion) the purpose of the work group is presented and discussed.

At the meeting of Oct. 26, 1976, operational procedures are discussed, and the members move to use Operational Guidelines to be drafted and reviewed by the next meeting. An executive committee is also set up.

Objective B:

Identify common needs.

Accomplished through the Federation meetings of '76-'77, though no formal document is drawn up.

In January 1977, the SFVP task forces composed of community, agency and other members involved in rural development, draw up needs statements: as the first step in the planning stage. (These meetings, however, are sponsored by EDD and not by CCCDC as stated in the objectives.)

Resource System - 1975 Proposal

Objective C:

Formalize procedures for information exchange.

The Federation did not formalize procedures for information exchange, though various structures were looked at throughout '76-'77 including computer systems and the formation of a central secretariat (See '76 Proposal).

Objective D:

Establish guidelines for provision of mutual assistance.

Not done.

Objective E:

Receive external input from agencies identified as important in meeting objectives of groups.

In August 1975, obtain commitment from the California Food and Agriculture Commissioner to seek inclusion in the state budget of a centralized resource center for low-income and minority rural people seeking technical assistance on crops suitable for their soils, etc.

See 1976 Proposal, "Feedback from state agencies".

Objective F:

Develop organizational structure and management procedures for communication/coordination system, and adopt final design.

At the October 1976 meeting of the Federation, alternative structures and diagrams for a communication/coordination system are presented to involve other agencies and groups. No design was finalized, however, and nor are management procedures finalized; CCCDC is chosen as the temporary secretariat.

CCDC with EDD designs the task force structure for the SFVP.

Goal #3:

CCCDC will assess the appropriateness and feasibility of an organizational structure and management procedures (described above)...Such a structure should permit the development of joint strategies... and joint projects...

No assessment beyond the impact study in this report.

("Only under the best of circumstances can [this objective] be accomplished in a year's time.")

Objectives/Activities:

Objective A:

The evaluation of the performance of the "Work Group" (in the above coordination effort); exploration and testing of various approaches to coordinated planning and resource development.

Objective B:

The implementation of one project (such as the development of a joint marketing or cooler capability)...

Objective C:

"Project staff will organize a series of meetings and planning workshops geared to the demands of this objective."

Resource System - 1975 Proposal

Products and Benefits:

1. "A resource handbook... will be prepared and disseminated.
 2. "A thoroughly researched and complete statement of needs as perceived by low-income groups in California."
 3. "A well-studied and broadly approved (by community development organization representatives) list of recommendations for policy directions..."
 4. Organizational and management agreements including structures, procedures, guidelines, etc... among community development organizations (in the "work Group").
 5. A complete and partly tested design for an organizational structure and management procedures...an implemented system...
 6. A report/analysis of the effort...including a discussion of the demonstrated benefits and pitfalls of such an effort.
- Not done: some materials compiled.
- Document completed by the task forces of SFVP describing the needs of people involved in small and cooperative farming - not a "complete statement" of more broad community needs, however, i.e. housing, etc.
- A well-studied and broadly approved list of recommendations for policy directions will result from the SFVP in Oct. of 1977.
- No formal document exists.
- Operational Guidelines approved for the Federation.
- An analysis of the benefits of the SFVP is covered to a certain extent by the impact study of that project in this report. No formal analysis of the Federation.

RESOURCE SYSTEM - 1976 PROPOSAL

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(Part I: Cooperative Development: Perfection of a Resource System)

Demonstration Objective: To perfect a responsive systematic cooperative resource system in California for low-income emerging cooperatives and community-based organizations involved in cooperative development.

Goal #1:

To focus efforts of the many groups...to coalesce into alliances.

Accomplished through efforts with both the CFTR and SFVP.

Goal #2:

To influence state policy toward formulation of structures and programming with long-term functional and organizational commitment.

Difficult to assess the affects on state policy, beyond the immediate fact of the existence of the Small Farm Viability Project. (See Impact Study for estimates of potential impacts on state policy).

Sub-goals:

Additional sub-goals either stated or alluded to in the proposal include the eventual linking of training and finance mechanisms, the development of rural leadership, and the policy changes in the University Extension System).

The eventual linking of training and finance mechanisms: Will be included in the recommendations of the SFVP.

The development of rural leadership: To that extent that technical assistance was lent to strengthen community groups and their leaders as well.

Policy changes in the university: See Impact Study, Resource System.

Resource System - 1976 Proposal

Objectives/Activities:

Objective #1:

Participating groups in the statewide effort will include:

Six CDC's

Six Farmworker Service groups

Ten rural Community Action Agencies

Four Indian organizations

Five free-standing cooperatives

The participating groups of the Federation include three CDC's, five farmworker service groups and one organization serving Indians as part of their client groups; there are no rural community action agencies or free-standing cooperatives.

Objective #2:

Three major (2 1/2-day) conferences of the organizations should be held.

No conferences.

Objective #3:

A secretariat should be maintained.

CCCCDC is designated as the secretariat of CFTR. Proposal is written in May 1977 to establish a central secretariat.

Objective #4:

A semi-monthly newsletter should be written, edited and mailed.

CCCCDC is designated to draw up a format for the newsletter. No newsletter is written.

Resource System - 1976 Proposal

Objective #5:

A record of the year's activity with its successes and failures assessed should be published; the assessment should be performed by a sociologist or anthropologist/economist team, one of which should be a staff position and the other an external evaluator.

Milestones:

Milestones include the above, plus a position paper, questionnaires, feedback from state agencies, progress reports, five meetings of participant groups.

No record of the year's activities was published.

A position paper: written May, 1977

Questionnaire: Motion passed at August 1976 Federation meeting not to have a questionnaire "since the task forces are gathering just the sort of information the questionnaires are eliciting.

Feedback from State agencies:

---For SFVP (See Impact Study).

---For Federation: At August 1976 meeting, the Federation authorizes CCCDC to seek an audience with Brown or his designees to discuss "partnership" arrangements with state agencies to make state resources and technology available to development groups and to put the philosophy, experience and abilities of development groups at the disposal of the state. At that time the Federation is dealing primarily with HCD, EDD and the Dept. of Food and Agriculture.

Milestones (continued):

---By January 1977 the letter is sent to Brown. A delegation of Federation members meet with Arnold Sternberg including CCCDC, TELACU, GCEP, North Bay Human Development (now California Human Development), and the Spanish Speaking Unity Council. He directs them to the funding available from HCD, and encourages them to write a proposal.

---Preliminary proposal is submitted to HCD and EDD in March 1977.

Progress Reports: Four are written for '75-'76, and three are written for '76-'77.

The participating groups in the CFTR met four times. The task forces of SFVP met on the average of once a month.

RESOURCE SYSTEM: Impact Study

Focus on the Small Farm Viability Project. Of the multi-faceted, multi-level activities involved in the Resource System, the Evaluation Team decided to focus its attention on two projects, the California Federation for Technology and Resources and the Small Farm Viability Project. The former project was still in its formative stages with Federation members dispersed throughout the State. The Small Farm Viability Project was much more manageable in terms of conducting an impact study. For one thing, the project had progressed much further than the Federation. People involved in the project met regularly in Sacramento and a member of the Evaluation Team was involved as CCCDC's staff assistant to the project. So when time and resource constraints permitted only one impact study, the Evaluation Team chose to assess the Small Farm Viability Project's impact on policy.

Intention of the Project. The intent of the Small Farm Viability Project was to establish task forces to discuss and make policy recommendations to the State that would be favorable to small farmers. An objective of the Impact Study was to determine CCCDC's role and effect in the project. Another objective was to assess the project's progress and to project its effect on State and national rural policy.

Interviews with Agency Officials. To determine policy impacts, the Evaluation Team member who was involved in the project, conducted formal in-person interviews using a standard set of questions. The three staff people in charge of the project, one from the Governor's Office of Planning and Research (OPR) and two from the Employment Development Department (EDD) were interviewed along with one person from the Director's Office of EDD. The other person interviewed was a California Legal Assistance Lawyer who provided legal counsel for the project.

Small Farm Viability Project: Impact Study

Evaluative questions:

- a. What role and effect did CCCDC have in the project?
- b. How has the project progressed?
- c. Will the project have any effects on state and national policy?

Persons interviewed:

- 3 State-level California Employment Development Department (EDD) officials.
- 1 State-level official from the Governor's Office of Planning and Research (OPR).
- 1 California Rural Legal Assistance Lawyer.

The Role and Effect of CCCDC

All five respondents specifically mentioned that CCCDC was the catalyst of the project. The five interviewees indicated that one of the major ways in which CCCDC provided the initial impetus of the project was by broadening and crystallizing the thinking at the State level. At the time of the project's conception, rural issues were being discussed in several agencies, yet no coherent approach had been drawn up. For example, an ad hoc inter-agency task force was set up to prepare for the Westlands Hearings of February 16 and 17 for the U.S. Subcommittee on Small Business and the U.S. Subcommittee in Interior and Insular Affairs. This Task Force addressed such issues as proper water management, delta protection, the enforcement of the Reclamation Act, and the divestiture of land. A rural policy committee had also been organized by EDD and OPR to look at models and solutions for dealing with rural poverty and unemployment. They were particularly concerned with family farming and the new opportunities which would be available when the Westlands issue was resolved. One respondent mentioned "we knew that breaking up the land was only a first step, that the problems were broader than the Westlands issue. A support system had to be provided which incorporated a thrust toward economic development".

Four of the five respondents mentioned the importance of the political linkages which CCCDC provided, particularly in gaining the participation of CSA. Through its contact with CSA, CCCDC added "quality" to the project and a "wider scope of involvement". In this regard, one respondent noted, CCCDC played a central role as a "resource mobilizer". This role was equally important at the State level, as noted by three respondents. By approaching EDD with the concept, it was mentioned, CCCDC linked the project and its goals to non-profit organizations. In this way CCCDC facilitated the inter-departmental effect and played a "partnership-participatory role" with State organizations and agencies. It acted as an organization that could draw up a contract lease and turn it over to the State, thus involving other organizations. At the same time, as one interviewee noted, CCCDC's contact with EDD about the development bank concept, facilitated the eventual involvement of CSA at the federal level.

Two of the respondents emphasized the importance of CCCDC's experience in the field of rural development. Both agreed that the concrete models developed by CCCDC added "credibility" and "quality" to the project. Because it worked at many levels within the community CCCDC had already encountered many of the

problems and solutions discussed at the State level with regards to rural development. By presenting these projects to decision-makers and agencies, CCCDC created a more fertile environment for a "comprehensive development plan." As one respondent mentioned, CCCDC played a major role in "predisposing EDD."

All five respondents mentioned CCCDC's role during the actual operation of the project. Three interviewees noted that the level of CCCDC's involvement diminished after the initial design states. One person mentioned that the emphasis shifted to EDD when the Task Forces began to meet. The two others answered that as an administrator of the project and in conducting the Task Forces, CCCDC played a lesser role than other groups. Two other respondents, however, were impressed with CCCDC's input as the project progressed. For example, it was mentioned that CCCDC along with Westside Planning played a larger role in administering the project than the other groups involved. The other interviewee mentioned CCCDC's "omnipresence" throughout the project, and particularly in one report where he discerned CCCDC's input. "Al Navarro" he said, "seems to know what he's talking about."

The Progress of the Project. Three respondents noted that the project was progressing on schedule, though two people noted that a few unexpected problems had arisen. They had expected more information, more thorough "homework", and less sporadic participation from project participants as a whole, particularly at the leadership level. All three indicated, however, that the resources for implementing such a project were "meager." One person felt that perhaps a substantial amount of information about the topics was not available, and noted, as one other respondent noted, a staff person was needed in each Task Force to do the research and writing necessary.

In spite of the problems involved, however, all five respondents agreed that the project has progressed "remarkably well" in bringing together key people and their ideas. They pointed out that the project has provided the opportunity for communication between a wide variety of people, resulting in "more creativity, more concentration, and a forcing of these people to collate their ideas and needs." One respondent noted that "participation is high, considering that the participants at 75 busy people attending the meetings without pay." Three respondents mentioned that the project has brought ideas to light that had not previously been considered. As one person noted, "the project has raised the level of thought, discussion and debate over the proper role of the university, the state and prospects for agriculture." Though a wide variety of people are involved, one respondent was particularly pleased with the "consensus on direction".

The Project's Effect on Policy. Though it is still too early to see evidence of policy change, all five respondents predict policy alteration at both state and federal levels. First, it was noted that California is a particularly conducive environment for presenting recommendations for small farming policy. Prior to the project, as one respondent noted, the Brown Administration had shown interest in resolving related issues such as the divestiture of land in the Westlands. Another respondent noted that the legislature has indicated its eagerness to receive ideas about economic development to make small farming viable. The project is providing them a "vehicle for pursuing these ideas."

Three respondents mentioned the participation of certain agencies as an indication of a receptive attitude toward the project. The acting Director of FmHA, it was noted, has attended two meetings of the Finance Task Force. One respondent noted that the project is the "most exciting thing that this department (Employment Development Department) is doing." Though the Department of Food and Agriculture has not been directly involved in the project, two respondents felt that it had been influenced to redirect some of its thinking with regards to farming. The project has also encouraged the state CETA office to become more involved in cooperative development by providing stipends and support. Their involvement with Co-op Central was mentioned, as was its help to the Santa Maria Coop.

To other state institutions and agencies involved in agriculture, one person said, "the project is an indication that they'd better get on the ball." He felt that the project was preparing them for dealing with these issues and for resolving them by cooperating with other agencies in the future. For example, three respondents mentioned the impact of the project on the university and Cooperative Extension. Prior to the project the university had been under pressure to change the focus to its research, said one respondent, "And now this focus has crystalized as a result of the project." Another respondent noted that "more attention is being paid to advisors working in the small farm area. Also there is more attention to serving coops and in seeking the best ways to serve them through financing, etc." One respondent was encouraged by the "support of the university" for the project.

A "favorable climate" also exists at the national level for the project. Four respondents noted evidence of a receptive response from the federal government. Because, as two people noted, it is the first project of its kind, it is being watched with particular attention. Three people noted an interest from the Secretary of Agriculture, on the basis of his attention to cooperatives. Two people noted that the Secretary of the Interior, is also waiting in anticipation of a new direction from California that will be based on a support system for generating and supporting small farms. One respondent believes that the presence of the project has been a factor in the negotiations of the Interior Department for the divestiture of lands in the Westlands.

Two respondents emphasized that the changes resulting from the project will be long-range and not immediately realized. One respondent, for example, emphasized the importance of a gradual education taking place at the legislative level. He explained that the potency of ideas is great, but that the supporting data must be prepared and presented correctly to avoid premature exposure and the "stifling of ideas." The other respondent noted that the purpose of the project is to provide major institutional change - a process that takes time. He feels that ideally the project will build a coalition to bring a wide variety of infrastructure changes necessary for small farmers and cooperatives to survive. He hopes, as CCCDC hopes, that through the long-range process the small farm viability effort will provide alternatives wider than an "occassional pilot project."

RESOURCE SYSTEM: Summary and Commentary

Summary Statements - (Small Farm Viability Project)

1. CCCDC seen as "the catalyst"
 - broadened and crystallized state level thinking
 - provided political linkages and wider scope of involvement
 - provided concrete models in rural development
 - brought key people together
2. Progress of the Project as a whole: on schedule, scarce resources, insufficient staff; brought "key people together; generated new ideas.
3. Effects on Policy:
 - precedent set at OED in the funding of the project
 - still early to determine but State is holding hearings on a rural development bank.
 - positive changes are likely - political environment conducive to this approach to rural development.

Commentary

In its narrowest sense, the "Resource System" refers to two distinct but related organizational efforts, the Federation for Technology and Resources and the Small Farm Viability Project. Both are examples of efforts to build networks or alliances that are not only of direct benefit to the participants, but also influence governmental policy making, thus contributing to the establishment of "enabling" environments for development efforts. The study of the Small Farm Viability Project demonstrated again that this is an appropriate role for CCCDC, one that the Corporation performs effectively. A number of people interviewed characterized CCCDC's role as "catalytic" and thought that the activity generated new ideas among "key" policymakers and other involved in rural development.

Viewed more broadly, activities related to the Resource System include the whole range of CCCDC's involvements outside its immediate local operating area, of which the Small Farm Viability Project is relatively minor part. Had the resources of the Evaluation not been as limited, we would have looked at the impacts of CCCDC's role in parallel efforts like the State-wide Federation, national community development networks such as NCCED and NAFO, the release of the Rural Development Loan Funds and the creation of the National Rural Development and Finance Corporation. CCCDC's role in all of these appears to have been similarly "catalytic", with wide-ranging impacts.

II-C. AGRICULTURAL VOCATIONAL EDUCATION

Ag Voc Ed Narrative: 1975-1976

During the fiscal year 1975-76, CCCDC's efforts in agricultural vocational education were directed toward educating existing coops in the opportunities and methods for thier working together. Much training was based on the development of the cooler as an integrating mechanism, as well as a helpful economic vehicle for the coops. In addition, this would allow for wider communication with the farmworker community and "raise the community's level of awareness to the coop and its potential as a developmental vehicle." Though meetings with two coops were held (see Impact Study - Cooler) training was never formalized in the area of coop integration --- indeed, the cooler has not yet been built. The level of discussion among the cooperatives was raised, however, to deal with issues of further coop development and ways of managing these enterprises.

From July 1975 to July 1976 technical support and training at the Agri-Park was, perhaps, more extensive than at any other time in the project's history. The members were assisted in preparing their cash projections for the bank and in other business matters. Two CCCDC staff assisted in field operations and, in addition, played liaison roles between fertilizer and equipment companies, farm advisors and marketing agencies, and the cooperative members. Another staff person was updating the bylaws and the Articles of Incorporation of Rancho La Fe and discussing them with the members. Numerous resources and advisors were brought in by all of the staff to provide support to training efforts.

Agricultural training was also continuing at the Agri-Training Center in Watsonville. In the greenhouses, classes in ornamental horticulture began on a daily basis for handicapped adults. Technical assistance and machinery was also provided to a six members coop, Cooperativa Buena Vista, working 12 acres of row crops at the Agri-Training Center.

1976-1977

During the fiscal year of 1976-77, CCCDC was able to use its experience from the Agri-Park and previous work with Cooperativa Campesina, and its work at the Agri-Training Center in a formalized program to combine training in agricultural skills, English as a Second Language and cooperative development. In May 1976 CCCDC was granted \$130,000 from the U.S. Office of Education, (OE) to implement a Bilingual Vocational Education Program. To complement these funds, the Office of Economic Development granted \$25,000 towards the effort. The OE accepted the proposal primarily because of the self-employment aspect, the promise of increased management skills, and motivation due to the trainees economic stake in the training. The Department also agreed to provide stipends during the training phase, an important, often neglected part of training farmers.

Recruitment efforts in late August, 1976 were made through contacts with the Driscoll and Strawberry City sharecroppers, and the Buena Vista Coop working at the Ag-Training Center. (At that time the Driscoll sharecroppers were receiving technical assistance from CCCDC in a suit against Driscoll, claiming that they were not receiving proper revenues from their crop yields). Orientation efforts continued through September, when several meetings were held

to present the basic principles of coops. Cooperativa Campesina was presented in a slide presentation as an example of a successful coop with family members and the parcel system. CCCDC staff also explained the benefits of ownership or leasing land and the potential security for the family. It cited its own experience with coops and promised to lend technical assistance throughout the year. The groups were urged to decide immediately on forming a coop and leasing land.

By October classes in the organization and legal phases of coops began, three nights a week. In the first two weeks, the cooperatives elected their officers and voted on their coops' names. The group working with Driscoll became Cooperativa La Paz, the Strawberry City sharecroppers named themselves Strawberry Valley, and the Buena Vista Coop became Cooperativa Pajaro Valley. Also during this initial organizational period, the coops made their first decisions regarding their investments in land. Each member agreed to invest \$50.00 in the cooperative, and submit a portion of his/her stipend money to a bank account for capitalization of the land. Their decision was determined by the amount of land each member agreed to work (2½-3 acres). These meetings included lesson plans, "papes" or hand-outs, explaining coop organizational structure, parliamentary procedure, the purposes of the Articles of Incorporation, By-laws and other legal contracts.

After reviewing two sets of incorporation papers, the cooperative's chose to base their Articles of Incorporation and By-laws on the Cooperativa Central model. During the evening meetings, instructors reviewed the Articles with the members to make necessary changes and to explain certain procedures and principles. A Salinas lawyer also visited these meetings to explain the incorporation process and to help in the preparation of legal documents. He was also involved in the development of the By-laws, as coop members read and discussed each article at the evening meetings. In late December, the National Economic Development Law Project of Berkeley held a workshop with CCCDC staff to deal with production coop By-laws. Besides the three new coops, two established coops, Cooperativa Unidos de la Costa and Coopertiva Central, attended the workshop. Equity issues, the transfer of property, and the distribution of assets were discussed.

By January other aspects of the educational program were implemented. Two instructors were hired to teach English as a second language during the evening meetings. These instructors derived much of their material from the ongoing coop development classes and from the workshops in agricultural skills. Teaching was directed primarily toward terminology related to the work of the trainees, and toward basic communication skills.

Farm advisors and other specialists agreed to lead workshops in agricultural techniques throughout the early months of 1977. The local Watsonville farm advisor led a workshop in pesticides and safety precaution for coop members and other interested farmworkers in early March. Greenhouse construction workshops were also held at the Ag Training Center. In addition program participants, including Coop Unidos members and trainees funded by CETA, assisted in the construction of a solar energy greenhouse.

Special attention was directed to skills in strawberry production. In mid-February a strawberry specialist from the University of California at Davis gave a lecture in Spanish on strawberry varieties and production techniques. Cooperative members were also present at the Strawberry Advisory Board elections held in Watsonville in mid-January. Coop Central had invited the three coops to a bar-b-que earlier that month to choose a candidate for Monterey county. As a result of this concerted effort, the coops succeeded in electing their candidates: the president of Coop Unidos and two alternates from Cooperativa Central.

By early February the three coops were incorporated and eager to find land. Coop representatives accompanied CCCDC in negotiation with real estate agencies. At the same time land analysis techniques, such as soil and water testing, were being taught in the evening classes, as well as in a three hour workshop led by the Watsonville farm advisor. In January, a three day bilingual workshop on farm surveying was conducted by a student from Cooperativa Central.

In March, after looking at over 27 ranches, a 180 acre parcel, the Barcellos Ranch, was found in Salinas. The coops, with the assistance of CCCDC staff, drew up a lease and began renting in April. As a result, the directors of the coops met to discuss crop diversification and to plan production on the land with CCCDC instructors present to counsel and advise. Each member agreed to farm two acres of strawberries, and the coops together would farm 70 acres of broccoli. The coops and CCCDC paid the first half of the lease with the coops contributing \$8,100 and CCCDC contributing \$9,000 from OED funds. The second half, due at the end of the year would be paid by the coops alone. CCCDC has applied to EDA for drought relief funds toward analyzing and repairing the well on the land.

The three coops are establishing a contractual relationship to share equipment, land, and marketing arrangements. Thus far, Coop La Paz is the lead coop through which bills are paid and business contacts are made. The association has worked out a system for the joint ownership of equipment for members to share the cost equally. Tioga strawberry plants have been purchased and an agreement signed for delivery of the freezer berries to canneries. A grant from Campesinos Unidos in Brawley will supplement the coop's cost for planting and distribution.

Throughout May and June CCCDC staff worked on a 3-year projected cash flow for the three coops and used it to negotiate a bank loan to meet their strawberry planting deadline of August 15th. With the commitment from the bank, the coops have been able to fumigate, irrigate and plant 50 acres of strawberries. Significantly, SBA has promised to guarantee a loan for further operations setting a first precedent for other production cooperatives.

EDUCATION AND TRAINING/AG VOC ED: Assessment of Funding Goals and Objectives

Education and Training - 1975 Proposal

Goals: Not accomplished. ("integrationof coops")

Objectives: 1975 - Partially accomplished (information disseminated).

This section of the proposal seems to be a broad, catch-all category, rather than a separate component; the objectives and activities described all relate to other projects, specifically the Cooler, the Resouce System, and the Agri-Park. Because of the vagueness of the stated objectives, they were very difficult to assess, and the results were mixed.

Agricultural Vocational Education - 1976 Proposal

Goals: Not accomplished as stated ("test the thesis....")

Objectives: Accomplished

The objectives and activities in this project were relatively specific and measurable or verifiable, and most have been accomplished (although, as stated in the Impact Study, it is too early to evaluate the economic and other benefits to the co-op members).

It should be noted that this is essentially a coop development project, including the broad range of training and continuing technical assistance necessary to establish and maintain viable famworker coops. The emphasis in the project title and goals on peer-group instruction techniques is not reflected in what actually happened, since peer-group training was a relatively minor part of the training program.

AG. VOC. ED./EDUCATION AND TRAINING --- 1975 PROPOSAL

(Education and Training Staff for Cooperative Integration System)

Demonstration Objective: To demonstrate the effect, on the local level, of an education and training program aimed at conceptual integration, research and documentation of existing cooperative groups leading towards a plan for vertical integration.

Goal:

"...integration and coordination of the various local cooperative groups. (Two staff persons).

See Cooler Project Impact Study for assessment of relationships between co-ops.

Objectives:

1. Give supplemental assistance in the development of the cooler facility.

1. (Note: For results of supplemental assistance, see Cooler Project Objectives/Activities).

a. Carry on the preliminary investigative work related to feasibility.

a. Preliminary investigative work included:

---on-site inspections of eight coolers around the state and gathering of appropriate data (July - Sept., 1975)

---"Needs and benefits appriasal, cost analysis completed"(according to Progress Report, Oct. - Dec., 1975)

---First site located.

b. Assist in the effort to build a solid and workable relationship between the members of the various cooperatives.

b. ---Preliminary contacts made with three co-ops - "Initial hesitancy on the part of co-op members was overcome." (Progress Report, 7-9/75)

---"Numerous" meetings with Cooperative Central and with other two co-ops (Progress Report, 10-12/75)

---Lease agreement drafted, translated, and presented to co-ops, revised based on co-op feedback (see files for Lease Agreement).

Objectives (continued):

- c. Coordinate activities related to the construction phase.
 - 2. Expand the relationships which grow out of the cooler facility project beyond the specific economic needs of that venture.
 - a. Act as a conduit for information exchange among the groups on farming practices, marketing conditions and management problems.
 - b. Document meetings held in relation to the cooler project, and conceptualize the issues to be resolved.
 - c. Create and implement a training program which will clarify the organizational and financial alternatives available in structuring the cooler project.
 - 3. Act as a source of information to the Statewide Dissemination System providing direct access to local issues and problems that relate to the integration effort.
 - 4. Assist the Agri-Park Cooperative in developing further their skills in fiscal accountability by participating in and conducting training sessions in bookkeeping and financing.
- c. Not done.
 - 2. (See Cooler Project Impact Study: Data revealed no conclusive evidence of inter-co-op relationships growing out of the Cooler project.)
 - a. No evidence of activities as an information conduit for the co-ops.
 - b. Yes, refer to Objective #5, 1975 funding objectives for the Strawberry Cooler.
 - c. No training program related specifically to the cooler was implemented.
 - 3. According to Progress Report (1-3/76) met with "rural development groups involved with cooperative development (unspecified)", with U.C. extension officials (2/26-27, Los Angeles), with Campesinos Unidos, Inc. in Brawley, March 18, 1976, and with Title V Work Group (see Resource System Objectives).
 - 4. According to Quarterly Progress Reports, accounting workshops were held at the Agri-Park, but content or number of meetings is not specified. Quarterly Report also states that "training program was continued and expanded including financial analysis, cash-flow preparation, and management methods designed to produce greater tax advantage." No other evidence of formal training program.

Objectives (continued):

5. Maintain communications with the broader farm-working populations to receive feedback and raise the community's level of awareness with regard to the cooperative and its potential as a developmental vehicle.

5. -Began work on developing a farmworker-oriented FM radio broadcast station: FCC application completed and submitted (4/6/77) and contact initiated with other noncommercial broadcast stations.

-Worked with Soledad Credit Union

-Working with Driscoll Sharecroppers in a law unit.

-Staff held numerous meetings with community groups throughout the Salinas Valley, but no documentation exists.

(Section V: Peer Group Effectiveness in Cooperative Training Development)

Demonstration Objective: To demonstrate that peer-group and self-training techniques can greatly multiply effectiveness of structured classroom and field instruction in imparting skills to...farmworkers. The skills are cooperative management, basic bookkeeping, community development, and coordination/integration/development in a...cooler...

Goal:

To test...the thesis that peer-group instruction and technical assistance usually are more effective in increasing the incomes of rural poverty people than the same services rendered by professionals generally attuned to big agriculture...

Peer group instruction was used informally in the training, but there was no formal attempt to correlate its use with immediate increases in the incomes of program participants; nor was there any formal comparison with a training program administered by "professionals attuned to big agriculture".

Objectives/Activities:

Objective #1:

To provide bilingual vocational training to twenty-five low-income farmworkers of limited English speaking ability in the operations and management of open field and greenhouse farming, including row crop and greenhouse production and the management of a production cooperative.

Bilingual vocational training was provided to an initial group of 36 low-income farmworkers, reduced through attrition to 25.

Outcome:

A 25-member production cooperative consisting of a membership knowledgeable and skilled in row crop and greenhouse production and in the management of a production cooperative.

Three cooperatives were formed (totaling 25 members). According to self-assessments and assessments by trainers, the members are skilled in row crop and greenhouse production, and in the management of a production cooperative.

Objective #1 (continued):

Evaluation Criteria:

The extent to which the Core group has organized into cohesive units of self-employed individuals, knowledgeable in their business and competent in the skills necessary to function successfully.

Evaluation Mechanism:

A. Summative impact evaluation at the end of the program. Self reports and interviews to determine the extent of satisfaction, self-esteem and personal growth. A case study including anecdotal reports will be developed. Comparative income levels and quantitative measures of business success will also be used.

B. Peer and observer assessments of skill level increases.

The three groups are "cohesive", as measured, for example, by attendance at meetings and training sessions. They are not yet self-employed, since they are only beginning their first production cycle. According to self-assessments, they are knowledgeable in both business and agricultural skills, sufficiently to function as co-op members.

A. Limited summative impact evaluation was carried out as part of CCCDC Internal Evaluation (See Ag. Voc. Ed. Impact Study). No attempt has been made to measure changes in "satisfaction, self-esteem and personal growth". Since the co-ops have not yet begun production, it is premature to measure income level increases and indicators of business success. (Information about income levels was obtained at the beginning of the program).

B. Peer assessments have not been used, although limited self-assessments and trainer assessments have been used.

Objective #2:

To provide bilingual vocational training to 135 low-income farmworkers of limited English speaking ability in selected areas of greenhouse production, farm surveying, marketing and small business management, which will increase their ability to obtain skilled employment in the area.

Outcome: Upgrading of skills of 135 low-income farmworkers as follows: 75 individuals in selected areas of greenhouse production; 30 individuals in farm surveying; 10 individuals in marketing practices; 20 individuals in small business management (10 in general management and 10 in financing). A 70% placement rate is projected.

Evaluation Criteria:

The extent to which trainees have attained competence levels projected for each area of the program. The extent to which positive placements at increased responsibilities commensurate to the new skills have occurred.

At the time of this writing, bilingual vocational training skill upgrading has been provided to 122 low-income farmworkers in the following areas:

- 17 people in greenhouse construction
- 7 people in basic greenhouse operations
- 17 people in farm surveying
- 30 people in pesticides and insecticides
- 50 people in co-op management (San Jerardo families)
- 1 person in welding

The 70% placement rate" referred to is difficult to assess, since many of the participants are already employed or are members of production co-ops. Staff plan to conduct a survey of those who received training to assess increases in income, job placements, and job advancements attributable to participation in the program. One additional workshop is planned, which may bring the total number served up to the 135 mentioned in the proposal.

Competence levels have not been measured; "positive placements" will be assessed in the above-mentioned survey.

Objective #2 (continued):

Evaluation Mechanism:

Observer, staff and peer evaluations. Assessments by employers after placement.

Objective #3:

To develop and test bilingual instructional material for vocational training in the operations and management of open field and greenhouse farming.

Observer, staff and peer evaluations have not taken place. An employment-related survey of program participants will be conducted by Oct. 30, 1977.

The following materials were developed:

---Information on co-op organization was compiled from the Farmers' Cooperative Service, the Cooperative League, the University of Wisconsin, and from CCCDC's own co-op curriculum developed in 1974. The materials are in a large binder and were translated for use in developing lesson plans and handouts.

---14 handouts on the principles of co-op development were produced in Spanish and used in connection with classes.

---A Strawberry Production Report from the Cooperative Extension Service was translated, and sections of it were handed out to the trainees.

---An abbreviated version of CCCDC's Cucumber Manual was produced in Spanish for use in classes and workshops on greenhouse production.

---Drafts of manuals (in Spanish) were produced on the subjects of row crop production and fiscal control in co-ops.

---A basic outline of a curriculum for co-op development was produced.

Objective #3 (continued):

Outcome:

A set of tested instructional material available for wide distribution.

Evaluation Criteria:

The extent to which the developed material is found to be beneficial and contributory to learning by trainees and external evaluators.

Evaluation Mechanism:

Interviews, observation of use made of the material and solicited assessments from external evaluators such as the staff of the State Office of Bilingual, Bicultural Education.

Milestones include:

1. Preliminary and continuing assessment of competence levels and "learning velocities", etc.
2. Continuing evaluation of the peer-group learning process; summary of conclusions; publication of results in booklet form for participants, for CCCDC and OED.

The above materials were used, but not formally tested.

Evaluation Criteria and Mechanisms:

Trainees were not interviewed, nor were assessments solicited from external evaluators.

1. A rough assessment of competence level with respect to co-op development and agricultural skills was undertaken with prospective co-op members at the beginning of the project. Rough self-assessments were conducted in August by the Evaluation Team (see Impact Study).

2. No systematic or formalized continuing evaluation of the peer-group learning process was conducted. Conclusions were not summarized, nor were results published in booklet form. but these tasks are projected to be completed by Oct. 30, the termination date of the project.

AG VOC ED: Impact Study

Intention of Project. The intention was to train farmworkers to operate and manage a cooperative and to upgrade the agricultural skills and English speaking ability of groups of farmworkers outside of the coop as well as coop members.

Study #1

The first study that we did for this project was not an impact study as such, but rather the development of a frame-work for the assessment of agricultural coops. The method used was a Nominal Group Process workshop, in which five coop development staff identified first a set of characteristics of a well functioning coop and then sets of criteria under each characteristic. The purpose of the activity was to develop a tool for assessing the Ag Voc Ed training (see Study 2 below) and to have a framework for the later assessment of not only these three new coops, but also other coops with whom the Corporation works (e.g., the San Jerardo families and future groups).

Study #2

This study consisted of two parts: assessment of the training by a) the trainers and b) by the trainees (members of the new coops). For the first part, we again used a workshop format, in which we asked the trainers to rate the effectiveness of the training in relation to each of the criteria identified in the coop assessment framework. For the second part of the study, we asked the coop members (in individual interviews) to rate their own skill level increases in specific areas and to rate (and comment on) the effectiveness of the different modes of instruction used:, classroom instruction, field work, peer interaction, etc.

Study #3

The third study was another Nominal Group Process workshop, in which coop training staff were asked to identify "lessons learned" about coop development during the past year's program. Two points should be emphasized here:

1. The workshop findings should not be construed as an accurate evaluation of the current training program itself. The question asked, "What were the lessons learned...?" was perhaps too broad, such that the resulting responses were a combination of
 - statements about an "ideal" coop development training program
 - improvements that have been made in the program over the course of the year
 - recommendations for improvements to be incorporated into further programs
2. The statements are lessons learned by this particular group of training staff, and are not meant to be reflective of CCCDC's entire range of knowledge and seven year experience in the field of coop developments.

AGRICULTURAL VOCATIONAL EDUCATION

STUDY 1: A FRAMEWORK FOR ASSESSING COOP EFFECTIVENESS

Evaluation Question: What are the characteristics (criteria) of an effective, well functioning cooperative?

Persons Participating in Assessment Workshop: Five CCCDC staff (4 directly involved in training)

The following characteristics of an effective cooperative were identified by all the respondents in an assessment workshop:

1. Coop members have the ability to trust each other and those providing technical assistance.
 - a. Able to make decisions with high degree of consensus within reasonable amount of time to be effective.
 - b. degree of risk-taking permitted in meetings
 - c. good processes to encourage needed risk-taking.
2. Channels of communication in the coop are open and effective.
 - a. good communication between the coop and important external groups and organizations.
 - b. communications are effective between the Board of Directors and the members (in both directions)
 - c. members are well-informed about the time and place of meetings.
 - d. group does not need to frequently re-examine decisions because of lack of information.
3. The coop is well-organized.
 - a. there is good coordination between members and with field operations.
 - b. by-laws are followed as in conducting meetings in a proper and business-like manner.
 - c. committees are established and function according to the intent of the By-laws.
4. The coop maintains good relations with the business community and with government.
 - a. bills are paid on time
 - b. the coop adheres to contract terms
 - c. coop members keep appointments
 - d. salesmen are treated civilly, coop is polite
 - e. coop is open to considering business offers
5. The coop members have good political awareness
 - a. they know the local, State and national political structure and sources of power
 - b. coop members participate in the political process
 - c. coop members become acquainted with political figures who could be helpful.

6. The coop has good planning.
 - a. objectives are set.
 - b. planning relates to realities (e.g., constraints and resources)
 - c. coop members seek and use good advice when they don't have the skills
 - d. coop members understand the planning process
 - e. members have a clear focus on long-range success of the coop (the goals), in economic and social terms.
7. The coop has good discipline at all levels.
 - a. meetings begin on time
 - b. there is respect between members and for the coop
 - c. By-laws are adhered to
 - d. there is follow-through on plans and commitments
 - e. coop members have disciplined work habits.
8. The coop members are flexible.
 - a. they are willing to seek and absorb new information
 - b. they are willing to question the adequacy of present knowledge
 - c. they continually seek and develop needed resources (e.g., business, advisory, government funds)
 - d. they are willing and able to absorb both successes and losses gracefully
9. The coop follows good business management practices.
 - a. they are able to collect and use hard data on finances and field operations and to face implications
 - b. the coop follows proper and adequate bookkeeping systems following GAAP guidelines
 - c. "Nitty-gritty" production and sales tasks are done on time.
10. The coop members understand the implications of joining a coop.
 - a. they understand the financial and social benefits of coop participation
 - b. they understand the financial and social costs of coop participation
 - c. they know the relationship between costs and benefits and see a positive gain to themselves
11. Coop members have a strong commitment to the long-term goals of the organization.
 - a. there is continuity of the membership
 - b. there is a high degree of participation in meetings
 - c. members work hard in the operations and business of the coop
 - d. members assume responsibility for management and for operational tasks
 - e. members don't leave for tomorrow what could be done today
 - f. decisions are made for the long-term economic success of the coop rather than for the short-term financial gains of the individuals.

STUDY. 2: EFFECTIVENESS OF COOP TRAINING

Evaluative Question: How effective was the training in imparting the skills necessary to function as a member of a cooperative?

Persons Interviewed: Five CCCDC staff involved in coop training 19 trainees, members of three new coops

The trainers felt that the training was relatively successful (average) in helping coop members to meet the criteria outlined in Study #1, above. The one exception was in the area of political awareness, in which the composite rating by the trainers was "inadequate".

The coop members (trainees) were generally satisfied with the training received, and felt that they had learned "enough to function as a cooperative member" in the following skill areas:

- legal aspects of a coop, (by-laws, Articles of Incorporation, how to incorporate, etc.)
- how to conduct meetings according to parliamentary procedure
- the social and economic benefits of belonging to a coop
- the purposes of a coop
- the structure and organization of a coop
- financial aspects of a coop
- principles of water and soil analysis
- strawberry production
- application of insecticides
- principles of irrigation

Five coop members reported that they had already had sufficient skill and knowledge in the area of strawberry production prior to the training. Several expressed the need for more training, with particular emphasis on financing, English-as-a-Second Language (which was characterized as "too short") how to organize and work with others, and on-site training in the fields. Overall, the trainees felt that the classes with CCCDC instructors were the most effective mode of instruction.

Four coop members expressed a concern that training be linked to realistic, attainable results (i.e., that expectations not be raised too high); they felt that CCCDC sometimes made promises that could not always be fulfilled. Two members verbalized the fear that money for equipment (e.g., an irrigation pump) and for agricultural production could not be obtained. Other comments (in response to the question, "What could we do better?" included:

- two people mentioned the detrimental effects of turnover within the coop development instructional staff, and one mentioned the importance of having one person teaching and supervising the accounting.
- one person expressed the need for more contact (and hence more rapport) with instructional staff.
- one person thought that the \$2.50/hour stipend was too low, since it forced him to work elsewhere.
- two people thought that there should be better attendance and less tardiness.

STUDY 3: LESSONS LEARNED ABOUT COOP DEVELOPMENT

Evaluative Question: What are the lessons that coop trainers have learned about developing effective coops?

Persons Interviewed: Four CCCDC staff directly involved in coop training

The following were the lessons identified and recommendations made by the training staff.

1. RECRUITMENT

- trainees should be given a clear description of the program at the beginning, with a clear statement of the program's purposes.
- recruitment is too short and too sporadic
- there should be more careful screening out of trainees who are not committed to, or interested in, full participation in the program. ("About 40% are there mainly for the stipend!")
- trainees should be brought together in a social setting initially to get to know one another (to establish personal relationships that will be important later to the functioning of the coop).

2. CURRICULUM

- material should be broken down into easily understandable components
- there is a need for a planned, well-prepared, sequenced curriculum
- coop training should lead progressively toward practical application and form the basis for actual coop operations
- a planned curriculum would facilitate the scheduling and use of outside resource people
- there is a need for greater coordination with regard to curriculum content.
- there is a need for a more systematic approach to curriculum development.
- there is a need for consistency of presentation
- curricula should be tested systematically before being used in training.
- there is a need for staff to be better prepared for each class
- discussion and peer-group training are difficult with current constraints of time and staff energies

3. PROGRAM ADMINISTRATION

- staff responsibilities are often not in line with areas of expertise.
- there is a need for greater coordination among staff.
- there is a need for clearer definition of responsibilities (e.g., whose responsibility it is to "go after the bucks"?)
- staff are overloaded, spread too thin - the stakes are high (money, CCCDC's reputation, the futures and money of trainees)
- CCCDC should have ongoing evaluation of programs in order to learn from our experience
- conflicting priorities within the Corporation should be clarified or resolved (energy is often diverted from coop development by other activities)

4. STAFF DEVELOPMENT

- there is a lack of continuity in staffing of coop development projects - have to "start all over" without benefit of previous Corporation experiences
- staff need a greater awareness of where and how to get money needed to finance coop operations - access to loan sources, etc.
- staff need more training, using outside resource people.

5. MOTIVATION

- there is a need to maintain higher levels of motivation among trainees, and to reinforce and clarify goals/intent of the program.
- trainee attendance should be greater
- there is a need for more discipline
- different people require different approaches

6. There is a need for greater communication (written and oral) at all levels.

7. Staff should present alternatives to trainees rather than make decisions for them.

AGRI. VOC. EDUC./EDUCATION & TRAINING: Summary and Commentary

Summary Statements

I. Characteristics of an Effective Coop Identified:

1. Mutual trust among members and between coop and CCCDC.
2. Open and effective channels of communication.
3. Coop well organized.
4. Coop has good relationships with business community and government.
5. Coop members have good political awareness.
6. Coop has good planning.
7. Coop has "good discipline".
8. Coop members are flexible.
9. Coop follows good business practices.
10. Coop members understand the implications of coop membership.
11. Coop members have a strong commitment to the goals of the coop.

II. Effectiveness of Training

1. Trainers felt training was effective, rated according to above criteria, with exception of "political awareness".
2. Trainees (coop members) satisfied with training in all areas.
Some comments:
 - some already had extensive agricultural skills.
 - felt training should be linked to realistic, attainable results (don't raise expectations too high).
 - importance of continuity in staffing (instructors and accountant).
 - ESL "too short".

III. Lessons Learned Re: Coop Development.

1. Recruitment and screening.
 - too short and sporadic.
 - should screen out "uncommitted" members.
 - clear descriptions of program and goals necessary.
2. Curriculum.
 - need planned, sequenced curriculum.
 - need more coordinated, systematic approach.
 - staff should be better prepared.
 - should lead progressively toward actual operations.

3. Program Administration.

- staff responsibilities not in line with expertise.
- need more coordination.
- need clearer definition of responsibilities.
- staff overloaded, "spread too thin".
- need ongoing evaluation to learn from experience.
- energy and resources often diverted from coop
- need for more continuity in staffing of coop development.
("start all over" syndrome).
- staff need more training (e.g. in how to get money).

4. Motivation.

- need to maintain higher levels of motivation attendance, discipline, understanding of goals.

5. "Staff should present alternatives to trainees, rather than make decisions for them."

Commentary

As has been mentioned earlier in this Report, the "Education and Training" section of the 1975 proposal to OED did not constitute a discrete project activity, but a collection of goals and objectives related to the Cooler and Agri-Park projects.

The 1976 Ag. Voc. Ed. project generally impressed the Evaluation Team as an effective, well-run cooperative development and training project. The coop members/trainees all expressed satisfaction regarding the training that they had received. The generally high level of motivation among the coop members is evident in their consistent attendance at classes and meetings (often three evenings per week) and their enthusiastic but business-like participation in those meetings. (It should be noted, however, that since the beginning of the training, approximately 10 people have left the program, so we can assume that this self-selection process has pared the group down to only those who are committed to, and satisfied with, the program. This kind of screening was seen as positive by staff interviewed for both this project and for the Agri-Park impact study.)

Staffing for the Ag. Voc. Ed. project has been relatively stable. Although some complaints were voiced by staff about the lack of sufficient transfer of knowledge to new staff, it is evident that the Corporation has learned a great deal from its experience in coop development. Staff for the project also voiced concerns related to curriculum planning, coordination of tasks, role definition, and inadequate staffing to meet the rigorous demands of such a project.

The proposal description of this project was one of the clearest and most specific, although the emphasis on peer group instruction was not a central focus of the project. Nor was there adequate pre-testing of participant skill levels to assess increases in those levels or to make meaningful comparisons of various instructional methods.

II-D. AGRI-PARK/RANCHO LA FE

Agri-Park Narrative

In late 1970 there was discussion among CCCDC staff and Board about expanding the coop development model into a million dollar project utilizing strawberry and greenhouse production as economic bases. In 1971 there was a possibility of Economic Development Administration (EDA) monies coming in although EDA rarely made Public Works grants to minority, non-profit organization for agricultural projects. The strategy was to change EDA's policy of strictly funding municipalities for public utilities-type projects and to get the agency involved in rural economic development. The executive director and president of the Board of CCCDC met with Hugh Taylor of EDA. They toured Cooperativa Campesina's fields and discussed the coop's agricultural parcel system. Hugh Taylor was clearly impressed with CCCDC's coop development model and was receptive to the idea of expanding it to combine training, land and facilities at one site. As a result of this meeting the idea of an agriculturally-based industrial park, an Agri-Park was conceived.

Also at this time, Pic N'Pac, a large strawberry firm, was going out of business. CCCDC received a \$450,000 OEO grant to reorganize the company's workers and 500 acres of strawberries into production coops. CCCDC could not secure the land so the grant was reprogrammed and \$270,000 was returned to the agency. The remaining \$180,000 was used to organize the original Rancho La Fe coop.

CCCDC had originally planned to purchase a small 10 acre site and build some greenhouses. The strategy was to use Agri-Park as a training facility, a spawning ground for coops. Coop groups would be brought on to Agri-Park, develop agricultural skills through CCCDC training programs, increase and stabilize incomes through greenhouse and strawberry production, and establish lines of credit with farming companies and financial institutions. After three to five years, the coops, with increased agricultural skills, income and credit would spin-off and purchase their own land, leaving the Agri-Park for the development of other coops.

Although CCCDC had planned to purchase a small site, the 112-acre Bardin Ranch in Salinas became available. In early 1972 a \$248,000 Public Works Impact Project Grant came in from EDA. Additional \$50,000 and \$12,000 loans were secured from private sources and the site was purchased that year. The original Rancho La Fe cooperative was brought on and construction on two acres of greenhouse began in mid-1972.

This first Rancho La Fe group stayed on through 1973. In late 1973 it was obvious that the coop was not going to make it. There were too many bills and not enough resources. Several members of the coop left, leaving only two members to carry on. In early 1974, CCCDC staff spent most of its time recruiting new members, reorganizing the coop and securing funds for a renewed effort at Agri-Park. No farming of field crops took place that year.

In July of 1974 a \$200,000 grant was received from OED to establish a revolving loan fund for capitalizing the newly reorganized Rancho La Fe coop. Although CCCDC staff had been working extensively with the group to orient the new members

to coop development and to re-establish the coop on firm financial ground, Rancho La Fe was still reluctant to assume responsibility for the loan. With payments on the land due, CCCDC felt compelled to assume responsibility for the loan and to plant 10 acres of strawberries and 50 acres of contract crops on the coop's behalf on Aug. 20, 1974. On September 1 the 10 acres of strawberries were sabotaged (someone had gone through the fields with a tractor and disced under a lot of the crop) in the middle of the night. Despite the vandalism most of the 10 acres were salvaged and no further legal action was taken.

Throughout the whole project, CCCDC staff expended a great deal of energy and time assisting Rancho La Fe members with "social" and farming problems. The staff repeatedly accompanied coop members on visits to social service agencies to make sure they received the needed services. They even bailed coop members out of jail on several occasions. In the role of technical advisors, the staff acted as liaison with farming companies, extension service and financial institutions, making sure the coop received all the assistance necessary to make their ventures work.

As a part of the ongoing technical assistance, CCCDC met with Rancho La Fe periodically through the end of that year to clarify financial and legal relationships between the two groups. At one such meeting on Nov. 21, 1974 the coop expressed their desire to have a five year rental agreement on Agri-Park with an option to extend and the opportunity to purchase the facility. Alfred Navarro, the Executive Director, explained that the intent of the facility was for training and that EDA regulations prevented its sale.

On Jan. 1, 1975 the nine coop families entered a formal training program in greenhouse operations with stipends from CCCDC's CETA component. Katy Wyckoff was hired as a full time trainer and training continued for the next nine months. The first half of the year was relatively successful; the coop members were working hard and morale was high. CCCDC staff were in charge of the greenhouses and Ed Moncrief was nominally in charge of Agri-Park.

In June CCCDC staff met daily with the Rancho La Fe members to review two years of financial dealings, i.e., bills, accounts etc., in preparation for the receipt of further funding for the coop from OED. Later that summer CCCDC received a \$300,000 grant from OED, \$125,000 of which was earmarked for the Rancho La Fe revolving loan fund. In late fall Simon Trujillo, President of the rejuvenated coop who had worked closely with CCCDC, was ousted and another coop member, Antonio Sanchez took over as President. Simon Trujillo subsequently left the coop and relations between CCCDC and Rancho La Fe began to deteriorate. Strained relations manifested itself in the lease and loan negotiations which took three months (from July to October 1975) to complete due to lack of cooperation between the two parties. All contracts were signed by October 1975.

In September new CCCDC personnel were brought on to the project. Luis Ybarra, who had been working for the corporation since April was assigned to the project to manage Agri-Park's business affairs. Johnny Sotomayor was also assigned to the project to lend technical assistance in field operations (strawberry production). Also in the month of September a couple of significant changes occurred in the project. On the 10th control of the cucumber and strawberry operations was turned over to the coop. On the 15th, a CCCDC memorandum was issued stating that Luis Ybarra would be officially in charge of managing Agri-Park, acting as a liaison between the coop and CCCDC.

On Dec. 22, 1975 the coop with the assistance of CCCDC personnel had their \$75,000 loan application approved by Wells Fargo Bank. Under the terms of the loan, the coop would receive \$10,000 immediately with the remaining \$65,000 coming later. Also in the terms of the loan agreement (and in a contract with CCCDC and OED) Rancho La Fe was suppose to expand its membership, but the coop never fully complied. Relations, were still tainted by the coop's lack of trust of CCCDC. This mistrust, a carry-over from the contract negotiations, was evidenced in a letter from Antonio Sanchez, dated Oct. 29, 1975 charging CCCDC with malfeasance regarding the loan agreement.

The first quarter of 1976 was marked by personnel changes at the Agri-Park. In January, Luis Ybarra resigned as Agri-Park's business manager and Octavio Aguilar was brought in to help revise Rancho La Fe's By-laws. In April further changes occurred. Octavio Aguilar was laid off due to lack of funds which drew a letter of protest from Antonio Sanchez to the Community Services Administration. On April 2, 1976 Armando Pina who had worked for CCCDC at Agri-Park previously, was rehired to assist the coop in business management and strawberry operations.

In April, the coop was hit by some financial problems. First, the bottom fell out of the cucumber market and it got to the point where the coop was losing money on its cucumber operations. Then, the coop was inundated by ripening strawberries with inadequate manpower to harvest them. The problem of inadequate manpower was due in part to the size of the coop and their method of operations. Rancho La Fe with its nine member families was too small to farm 50 acres of strawberries and operate two acres of greenhouses. Yet the coop did not actively recruit new members. To compound this problem, the coop decided not to use the parcel system, in which each coop member was responsible for his parcel of land and opted instead for a communal system in which everyone "contributed" their labor to work the whole 50 acres. This method was inappropriate because some members had to work in the greenhouses and the remaining coop members could not keep up with all the ripening strawberries. To solve this problem, the coop hired labor to harvest the crop which caused further financial problems with overhead; the members then became labor supervisors.

The relationship between CCCDC and Rancho La Fe continued to deteriorate in the first half of 1976. Thus, CCCDC staff activity lessened because the coop had indicated that they did not need any further assistance in business management. Rancho La Fe's financial statements to Wells Fargo Bank were found unacceptable and CCCDC contracted Pete Thomas, a CPA, to review the coop's books in May. The coop hired a bookkeeper the following month in response to pressure from Wells Fargo Bank for proper financial statements. On June 8, 1976 Rancho La Fe did not make the stipulated lease payment on Agri-Park. CCCDC Took no legal action. Communications between the coop and CCCDC began to break down. In August Antonio Sanchez left the coop and Jose Perez became President; relations with CCCDC, instead of improving got worse.

From April to August 1976 Rancho La Fe grossed \$350,000 in strawberry sales and the coop paid off its \$75,000 loan to Wells Fargo Bank. Then, early rains came and the harvest ceased for the year although other farmers in the area had managed to salvage most of their crops and continued picking. On Sept. 1, 1976 Rancho La Fe did not make the payment on the revolving loan fund, after long deliberation, CCCDC decided not to take immediate legal action.

The last quarter of 1976 was marked by changes in the membership. In September Jose Perez brought in new members but the total coop membership did not increase substantially because other members dropped out. On Nov. 9, 1976 the coop membership was reduced even more when Jose Perez expelled four members who included Bernardo Garibai, Antonio Cervantes, Luis Hurtado and Luis Herrera.

In November Ed Moncrief who had been at Agri-Park since 1973 and was CCCDC's Housing Director, became Associate Director of CCCDC's Community Development Component. For the one year period from October 1975 to October 1976 he did a legal analysis of Rancho La Fe's contract violations, to determine the corporation's legal position and to give direction in negotiations with the coop. On Nov. 29, 1976 CCCDC declared Rancho La Fe in default on its lease payment with a 90-day grace period to make the payment. The coop's financial picture had been cloudy since April because no financial statements had come in since then. On Dec. 13, 1976 CCCDC's sent a memorandum to Jose Perez requesting another review of Rancho La Fe's books by Peter Thomas; the request was ignored.

Further changes in the coop's membership occurred during the month of December. Despite a CCCDC memo dated Dec. 16, 1976 stating that the expulsion of the four members was in violation of the coop By-laws, Jose Perez expelled two more members and brought in 14 new ones. The memo also requested a meeting between the new and expelled members because with the expulsion of the two members, the majority (six) of the original nine coop members was expelled and the minority (three) was in control. In late 1976 and early 1977, the United Farmworker's Union and Cesar Chavez entered the picture. Rancho La Fe received a \$7,000 loan from the Union in December. In January Cesar Chavez agreed to arbitrate the dispute between the two factions of Rancho La Fe and between the coop and CCCDC. The first meeting was held in La Paz on Jan. 8, 1977 and meetings continued through February. In February, the six ousted members decided to take legal action against Jose Perez and Rancho La Fe. The ousted members went to the California Rural Legal Assistance (CRLA) to seek representation as the real Rancho La Fe coop. But then, the leader of the ousted members, Antonio Cervantes, became severely ill and CRLA withdrew its assistance as a result, the suit was dropped.

On Feb. 18, 1977 CCCDC filed an eviction notice, an Unlawful Detainer, against Rancho La Fe in Superior Court of Monterey County. CCCDC staff were subsequently locked out of Agri-Park on March 11, 1977 by the coop. A further meeting was held March 21, 1977 between representatives of Rancho La Fe, CCCDC and Cesar Chavez. As a result of the meeting, CCCDC decided to drop the Unlawful Detainer and to arrange for the sale of the Agri-Park to the coop by June 1, 1977. In July with no agreement on the sale consummated by the June 1 deadline and with the costs of maintaining the Agri-Park becoming more burdensome, CCCDC's Board and staff decided to recontinue legal action to evict Rancho La Fe from the Agri-Park.

AGRI-PARK: Assessment of Funding Goals and Objectives

1974 Proposal

Goals: "Demonstration Model...." - Accomplished; "Effectiveness...." Not accomplished

Objectives: Most not accomplished

The overall objectives of the Agri-Park were met in 1974, in that the \$200,000 was used for the capitalization of the operations, and it enabled the coop to obtain further capitalization from private bank sources. The first two Demonstration objectives were accomplished, and the last three are somewhat broad and ambitious ("the development of social-economic planning criteria") and as such are difficult to assess.

1975 Proposal

Goals: "To demonstrate viability...." - Not accomplished

Objectives: Most accomplished

Of the 16 quantifiable objectives/activities listed below, 12 were met. Some of the goals (anticipated benefits) were difficult to assess because there were no criteria for effectiveness embedded in them. (For example, "the establishment of a solid financial base" can be interpreted in many ways).

AGRI-PARK --- 1974 PROPOSAL

Overall Objective: "To determine the model's effectiveness as a cooperative development implementation mechanism for the Southwest...to enable the Agri-Park to serve as a demonstration model for cooperative development.

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1. The funds (\$200,000 Revolving Loan Fund) will be used for the capitalization of the operations and production functions of the Agri-Park's cooperative development and farm production programs.

2. The fund will enable the obtainment of the required operating capital from the bank source as outlined in the budget. Administration, monitoring, and the training component are funded by other sources.

3. The fund will be combined with loan funds from Wells Fargo Bank and will be available in the form of loans to the Cooperative Development and Greenhouse production components. Turnover of these funds would take place in no more than 3 years.

Goals: ("Demonstration Objectives")

1. The development and operation of a pilot demonstration physical facility.

2. The demonstration of an education and training component for agricultural industries.

3. The evolvement of a comprehensive rural development strategy for low-income farmworkers.

1. Yes, refer to the audit of the \$200,000 Revolving Loan Fund conducted by Pete Thomas CPA, submitted to and approved by CED.

2. Yes, first Rancho La Fe group leveraged \$53,000 loan from Wells Fargo.

3. No, turnover of the initial \$200,000 Revolving Fund Loan never occurred.

1. Yes, facilities at Agri-Park were developed in 1972 and have been in operation since then.

2. Yes, Jim Wagner, Manual Olivas and Frank Burrell conducted education and training programs in greenhouse and field operations, conducted daily meetings and developed and used training and orientation manuals (See appendix B,C and D of "Institute for Rural Studies and Community Development", 1974).

3. Yes, refer to paper prepared by CCCDC entitled, "A Comprehensive Rural Development Strategy".

Goals (continued)

4. The development, implementation and testing of a replication system and a cooperative development strategy for the Southwest.

5. The development of a social-economic planning criteria for rural development projects.

4. No, a "replication system" per se is difficult to define, let alone document although no such system seemed in evidence; a cooperative development strategy was developed (refer to "A Comprehensive Rural Development Strategy") but not specifically aimed for the Southwest.

5. Yes, although a written list of socio-economic planning criteria does not exist, a paper prepared by CCCDC in 1974, "Institute for Rural Studies and Community Development" does present a system design for rural development projects.

Other Measurable or Quantifiable "Objectives"

"The model presented includes the following components:

1. 90 acres of strawberry production.

2. 200 acres of row crops.

3. 4 acres of greenhouse vegetable production.

4. Packing and cooling operations.

1. No, only 10 of the proposed 90 acres of strawberries were planted.

2. No, only 50 of the proposed 200 acres of row crops were planted.

3. No, only 2 of the proposed 4 acres of greenhouses were constructed.

4. Yes, the packing and cooling sheds were used to cool and pack the row crops, i.e. onions, cucumbers, broccoli, lettuce.

Objectives:

1. "A grant for \$125,000 is being sought...to establish the necessary capital base for expanding the crops grown by the Cooperative during the coming year."
2. This (\$125,000 for the Revolving Fund) will be used to generate additional private revenue. The supplemented fund will then capitalize the cooperative venture at the Agri-Park and within a year's time will return sufficient profits so that further governmental assistance for this cooperative will not be needed.
3. Having supplemented its Revolving Fund, CCCDC will make a \$200,000 loan to the Cooperative. With this loan, the members will plant an additional fifty acres of strawberries and will continue to operate the greenhouses...

Goals ("Benefits") :

1. The establishment of the Cooperative on a solid financial base leading toward economic independence.
2. The continuation of the progress made at the Agri-Park in the creation of a cooperative development model.

1. Yes, representatives from Rancho La Fe signed a promissory note in August of 1975 for a \$125,000 loan from CCCDC so that a capital base was established for expanding the crops grown by the Cooperative (refer to Project files).
 2. Yes, Rancho La Fe with CCCDC's assistance leveraged a \$75,000 loan from Wells Fargo. Although no financial records are available from the cooperative, Rancho La Fe did manage to pay back the \$75,000 loan from Wells Fargo, made payments on the lease and has not received further governmental assistance.
 3. No, CCCDC did not make an additional \$200,000 loan to the Cooperative since the Revolving Fund was not supplemented through repayment by Rancho La Fe on previous loans, therefore an additional fifty acres of strawberries were not planted. Rancho La Fe took over the greenhouse operations on September 10, 1975 and has continued to do so since then.
-
1. Yes, \$125,000 loan from CCCDC did establish the Cooperative on a solid financial base.
 2. Yes, CCCDC staff worked to reorganize the Cooperative from mid-1974 to January 1, 1975, when a coop trainer was hired and a formal education and training program was established with CETA stipends for Coop members.

Goals (continued):

3. The members, as a result of their venture, will return a net family income for the first year of at least \$10,000.

4. Increased capacity of the members in matters of financing and farming.

5. The economic stability of the Cooperative families.

3. No, project files show that the average income for Cooperative members from January 1 to December 31, 1975 was \$7157.22 which was almost doubled their income (\$3,582) twelve months prior to their enrollment in CCCDC's Cooperative Development Training Program.

4. No direct access to participants, but subjective assessments of people interviewed indicate that Coop members were deficient in these areas (see impact studies).

5. Yes, in that greenhouse operations did provide year round employment. No, in that greenhouse operations did not provide sufficient incomes based on comments of people interviewed; once again financial records are not available for documentation.

Milestones (Summary):

1. Arrange loan to Rancho La Fe.

2. Assist with negotiation of bank loan.

3. Sign contracts with Co-op.

4. Re-establish cucumber crop, harvest and re-establish, etc. (ongoing).

1. Yes, \$75,000 loan from Wells Fargo.

2. Yes.

3. Yes, promissory note and lease agreements signed in October 1975.

4. Yes.

Milestones (continued):

- | | |
|---|---|
| 5. Plant 50 acres of strawberries, harvest, plant additional acres ("). | 5. Yes, 50 acres of strawberries planted but no, additional acres were not planted. |
| 6. Plant winter crops or sublease land. | 6. Yes, winter crops planted. |
| 7. Conduct Co-op development training (ongoing). | 7. Yes, formal training program established January 1, 1975. |
| 8. Co-op will make first payment on \$125,000 loan. | 8. No, Rancho La Fe has not made first \$42,000 payment. |

Demonstration Objective: To demonstrate the viability of the Agri-Park economic development model as a replication vehicle for Cooperative development.

AGRI-PARK: Impact Study

The Intention of the Project. The intention of the Agri-Park project was to provide an agricultural cooperative training center which would serve a series of coops, each of which would move to its own farm site after training. The intention of rotating coops was not achieved, although facilities and training was provided and Agri-Park by far has been the most extensive and time consuming Impact Study in the Evaluation. The Evaluation Team's initial goal was to interview a wide range of participants involved in the project, from agency officials to coop members. Our objective was not to assess culpability for the events that have occurred at Agri-Park but to determine why events have happened as they have and to identify lessons learned from the experience. Due to the volatile nature of the situation at Agri-Park and time and resource constraints, the Evaluation was not able to obtain as wide a cross section of opposing views from participants outside of the corporation as we had hoped.

Initial Interviews. The Evaluation Team, however, did conduct 11 interviews with CCCDC Board members, current and former staff, one agency official, a CRLA lawyer and a former bookkeeper for the coop. Within the interview guide were individual studies to elicit specific data - there was a critical incidence study to ascertain what major events transpired and their impact on the direction of the project. Another study was the Force Field Analysis which sought to identify the factors that facilitated and /or impeded the successful development of the project. Finally, there was a ratings sheet in which interviewees were asked to give their subjective assessments of CCCDC effectiveness in the following roles: trainer, landlord, liaison with financial resources, advisor (technical, farm, business) and resource developer.

Follow-up, Validation Interviews. Unfortunately, there was a problem with the open-ended, exploratory nature of our interview questionnaire. Although we had general consensus on a few issues, many potentially important points were brought up by only one or two respondents making it difficult to draw valid, widely supported conclusions. To bridge this problem, the Evaluation Team drafted a questionnaire presenting these points as hypotheses. We sent these questionnaires out to all the people we had interviewed asking them to state whether they agreed, disagreed or had no firm opinion concerning our hypotheses. (We also allowed a section for additional comments). In addition to the 11 people interviewed, we also presented the questionnaire and list of hypotheses to four former members and one former employee of the coop and one former plus one current CCCDC staff person. These findings along with our initial conclusions have been integrated to produce the final draft of the Agri-Park Impact Study.

AGRI-PARK: Impact Study

Evaluative Questions:

What are the factors, both internal and external, that have influenced the direction of the Agri-Park/Rancho La Fe project? What were the lessons learned by CCCDC from the project?

Persons Interviewed:

- 18 - Two CCCDC Board members
- Three former staff members
- Five current staff members
- Two outside people
- Two former coop employees
- Four former coop members

I Introduction

Cooperativa Rancho La Fe, as one interviewee noted, "had more support and resources from CCCDC staff over four years than all the other coops combined." Indeed the intricacies of Rancho La Fe and Agri-Park have, at times, monopolized much of the energies of the Corporation, as they have monopolized much of the time of this evaluation. The project is extremely complex, encompassing an innovative and sophisticated conceptual framework, a multi-level programmatic operation and the dynamics of a rapidly changing community.

Coop development itself is a complicated and difficult process for both the technical assistance agency and the coop. Many coop members are assuming for the first time the roles of management, of business in the agricultural community and of responsibility to a large number of other farmers. Many of the pressures are new, resulting in group dynamics that are intense, sometimes explosive. The Agri-Park/Rancho La Fe project seems to encompass the matrix of the problems that have been occurring in cooperative development since CCCDC's inception.

The data for this study is based on responses from 18 people involved in different capacities at various stages in the development of the project. The first major "finding" of those interviews is that no one connected with the project is neutral. Many people, CCCDC staff and coop members alike, invested a great deal of time and energy in the project (12-14 hour days for extended periods), and all felt a strong personal stake in the project. What follows is a composite picture of the views of the people interviewed; it is not an attempt to tell the Agri-Park story "as we, the Evaluation Team, see it."

The factors described below were mentioned by the interviewees as having influenced the direction of the project. We attempted to assign relative weights to each of the factors by asking respondents to rank statements on a questionnaire. Since only five respondents did the ranking, we are including the results only as part of the commentary following this study.

II Cooperativa Rancho La Fe was created in a "climate" conducive to coop development

Six of the respondents made comments to the general effect that the climate of the early 1970's was conducive to economic development. The re-evaluation of the experience of the 1960's led to both a wider acceptance of the need for social reform and a greater degree of sophistication in designing approaches to meeting that need. Community organizations, agencies and funding sources were more strongly committed to economic development. Locally, Cooperativa Campesina and Coop Central provided successful models, and there was a greater recognition of the values of small farming and of farmworkers becoming farm owners.

III Rancho La Fe members were strongly influenced by the UFW

It is obvious that a major factor with far-reaching effects on the lives of all farmworkers has been the growth in recent years of the United Farm Workers movement. Our interviews revealed that the impact of the union movement was both a facilitating and impeding factor in the development of Rancho La Fe.

Eight of those interviewed saw the UFW as a facilitating factor in the project. The union movement enhanced the farmworker's self-image, provided a set of coherent and common goals, led to a new "sense of fraternity" and gave farmworkers a "sense of hope and valor" that facilitated the development of coops. It raised the standards of living of farmworkers, which in turn raised expectations and gave them a sense of their own capacity to effect change and to become small farmers ("sí se puede").

The Union however, as eight of the respondents pointed out, was not oriented to economic development or to the establishment of coops per se. One respondent characterized the Union's (and Cesar Chavez) attitude toward coops as "ambivalent" while another cited a "natural animosity" between the UFW and coop development, resulting from a philosophical clash between the labor struggle and land ownership. In any event, the lack of active support from the UFW has made coop development more difficult than it might have been.

IV Rancho La Fe members had a particular understanding of the UFW which conflicted with the goals of coop development.

Eleven respondents thought that the tactics and approaches learned by the Rancho La Fe members in the Union movement were a major factor contributing to the troubled relationship between that group and CCCDC. The Rancho La Fe group was seen as much more ideologically and politically-oriented than other coop groups. An ex-president of Rancho La Fe characterized the current members as "organizers, not campesinos". He added that they had a simplistic belief in political action, in the Union, and in Cesar's ability "to do anything for them". He felt that they were not willing to deal with the complexities and far-reaching effects of coop and community development. Similarly, eight respondents agreed that Rancho La Fe seemed to lack an understanding of, or sympathy with, the goals of economic development:

"RLF was guided by undefined political concepts like 'self-determination'...they don't know if they're involved in economic development or what...other coop members were more oriented toward making money and they worked toward that"

Two people cautioned that "the goals of economic development and the Union were not necessarily mutually exclusive, but their interpretation by Rancho La Fe membership made them so. Their approach to solving the problems of poverty and oppression also differed from the economic development approach. During the 1960's they had learned to use "adversary" tactics of confrontation and the application of "pressure" to solve problems, and while these approaches may have been entirely appropriate in that context, 11 respondents agreed that these "tactics" were counter-productive in coop development. One person noted that, Rancho La Fe was "born" during the UFW-teamster struggle, and most of the members were "fired up to fight for contracts and negotiations"; they were reluctant to trust or cooperate with growers, banks, or technical assistance groups like CCCDC. As one respondent noted, "any authority figure was viewed as an adversary to be manipulated". As mentioned by five CCCDC staff people, Rancho La Fe's views were accelerated by external counsel in the community, which as one ex-member of the coop put it, "is to blame for the entire failure of Rancho La Fe".

V. The Characteristics of the Rancho La Fe group itself were not conducive to the development of a viable coop.

The majority of the CCCDC staff and Board members who were interviewed, believed that the internal dynamics of Rancho La Fe were the major determinant in the outcome of the project.

A. Group Cohesion

Over a five year span, presidents of Rancho La Fe have changed three times, with membership shifting and reaching different levels of cohesion at different times. Nine respondents agreed that there was little group cohesion, and five of these respondents qualified their statements by noting strong cohesion at first which eventually broke down when the last two presidnets took control. Two respondents attributed this problem to a lack of understanding by the members of group processes and problems. One of these interviewees felt that there was a reluctance, reinforced by peer pressure, to assume leadership roles; she referred to the existence of a "laborer mentality", with no one wanting to be the "boss". When strong leadership did emerge, it took the form of "personal followers of an individual leader".

B. The size of the group

In the original contract with CCCDC Rancho La Fe agreed to expand its membership from seven members to at least fifteen. This never occurred, however, and four respondents noted the effects of this on the coop. One respondent felt that the group was "small and tight", and overly cohesive. An ex-president of the group also explained that the group remained so tight that it could not work with the community at large assisting in similar ventures, and was particularly poor in business negotiations in the community. Two other interviewees noted that the group's reluctance to bring in more members was detrimental to the coop and resulted in the necessity of hiring labor and overdrawing on the coop's revenues. These respondents said that the coop members saw themselves as "foreman" contracting labor rather than as coop members doing their own work.

C. Membership Participation in decision making

Another major distinguishing characteristic, was the lack of "democratic" decision-making processes within the Rancho La Fe group. Eleven respondents agreed that coop members tolerated a low degree of access to information and of participation in decisions. Relations with CCCDC were conducted almost solely through the leadership, who, according to some respondents, did not always convey information about those transactions to the membership, thereby creating "suspicion and resentment" of CCCDC by the members.

The four ex-coop members who were interviewed believed that there was a high degree of membership participation only at certain periods of the coop's development. Three of these respondents felt that communications broke down only after the current president of Rancho La Fe took control. One respondent noted that he was removed from the coop with no prior idea of his pending ouster. He, like several other members, had disagreed with the rest of the members who wanted to farm the land collectively rather than in parcels. The former president of the coop saw the parcel issue as the major cause of his ouster from the presidency; "I went away for a months vacation, and when I came back they had elected a new president."

VI. Some of the problems with Rancho La Fe can be traced to recruitment and selection of the group.

CCCDC staff and Board chose to work with Rancho La Fe mainly because of their motivation and their experience in the UFW (realizing that there were risks involved with a group of this type). As noted above, however, the group proved to be extremely difficult to work with. Two respondents mentioned that members joined Rancho La Fe who had previously been antipathetic to CCCDC, or who were in other ways "wrong for a coop". Eleven respondents agreed that recruitment and screening for the group should have been more rigorous and systematic, guided by explicit criteria for selection. Because the coop recruited its own members, however, CCCDC worked with the group as it was, believing that the true commitment of a group can only be tested after an extended period of training.

With regards to CCCDC's criteria for determining the group it will work with and the coop's method of recruitment, the following suggestions were made:

- because recruitment is the responsibility of the coop, two interviewees stressed the need for the coop members to have a full understanding of cooperativism, which they believed RLF lacked. They felt that during training, trainers should observe relationships among the members and help form coops around natural groupings.
- eight respondents agreed the coops function better if they start with a cohesive core group.
- ten respondents felt that if CCCDC is going to work with a group, it should seek evidence of commitment from that coop. As one respondent said, if the group does not want to work with the Corporation, "CCCDC should stop immediately". If possible, this commitment should be in terms of both "sweat equity" and limited financial investment.
- two ex-Rancho La Fe members felt that the coop Board of Directors and the members should actively recruit people with farming expertise, which they felt was badly needed within the coop when they were there.

VII. CCCDC/Rancho La Fe Relationship has been Characterized by a Lack of Trust.

A. Indicators of Mistrust.

Some mistrust and suspicion is inevitable between a technical assistance group and the disadvantaged group with whom it works. In the case of Rancho La Fe, mistrust was fueled by their Union backgrounds (see above) and can be cited in the following indicators:

-The 2 Rancho La Fe groups had an initial suspicion (put to rest by an audit of the first Rancho La Fe group) that CCCDC had "ripped off previous coops." Though the second group agreed to take on the debts from the first coop group, it may have remained a point of suspicion throughout their operation. One interviewee closely involved in the finances of the group noted that they did not feel prepared to "pick up the threads from other groups".

-Two ex-members mentioned that though CCCDC spent much time going over agreements and contracts with them, some members suspected that these documents would be used to control them.

-An ex-president of Rancho La Fe felt that the group misunderstood the give and take relationship between a technical assistance group and a co-op which resulted in mistrust.

B. Communication between CCCDC and Rancho La FE

Five people mentioned a continued lack of communication between CCCDC and the coop, and three felt that there should have been more direct involvement by CCCDC staff in the coop, to give more support and daily contact:

"don't be an outsider...." "don't feel superior to coop members - we're in the same boat"....."give advice, instead of telling them what to do"

The Governing Board was mentioned by two ex-coop members as an important communications link, although when changes occurred in the coop's Board and membership, fewer meetings were held until finally the coop refused to recognize the governing board and it dissolved. Two CCCDC staff people believe that CCCDC was not assertive enough in remedying problems ("we didn't want to look like "bad guys"). Nine respondents agreed that an ongoing evaluation of the project would have been desirable, with coop members and staff involved to recognize and act on problems.

VII: CCCDC's Role as Financial Monitor and Landlord may have conflicted with its training and support roles.

A. The dependency relationship and Rancho La Fe's orientation.

In some ways the relationship between an emerging coop and its supporting technical assistance group is always a kind of dependency relationship. Paradoxically, as CCCDC made funds, resources, training and land available for the coop to manage, it became a monitor in a time when "telling" the farmworker what to do is past. CCCDC's many interests at the Agri-Park may have obscured its supportive role with respect to the coop. Eight respondents agreed that the coop saw CCCDC as a "boss." According to one respondent, "CCCDC doing everything for the group created a difficult situation for the people involved, as to when to accept help and when to stand up on their own." One staff person agreed that CCCDC may have had too much "leverage," but that the problem was in the Corporation's reluctance to use that leverage. He felt that CCCDC was "catering" to the group.

This situation was exasperated by what 10 respondents felt was an "adversary orientation" of Rancho La Fe, which permeated many of its transactions with CCCDC in its various roles. Five respondents reported that the group was reluctant to trust, or to take advice from CCCDC or other experts such as workshop leaders and farm advisors. As one instructor noted, "when the coop won't cooperate, you can't get anywhere."

B. CCCDC as resource developer; financial liaison

According to nine respondents, CCCDC provided very good facilities and was effective in mobilizing resources from a number of sources. As a financial liaison CCCDC was also rated very high. Some respondents emphasized, however, that short-term funding for a long-term development project like the Agri-Park can cause frustration and stress. Staff sometimes made "decisions according to funding cycles rather than according to project needs," creating the feeling in the coop that their decision-making powers was being usurped. Lapses in funding, however, are almost inevitable but are not in themselves crippling, as three staff people pointed out by citing the survival of other groups under similar conditions.

C. CCCDC as financial monitor

The effectiveness of CCCDC's financial monitoring is difficult to assess. When asked to agree or disagree with the statement that "financial monitoring was never done successfully," six respondents agreed, three disagreed, and three had no firm opinion. Four respondents attributed the lack of effectiveness in checking finances to Rancho La Fe's unwillingness to allow themselves to be monitored:

"CCCDC was not allowed access to the coop's financial information.... political tensions made it difficult"....we paid for a bookkeeper for the first two years, they refused help for the last two years"

Some respondents felt that CCCDC was "not strict enough" in their monitoring role, while one respondent involved in the accounting at RLF felt that CCCDC was checking "every penny". Another person involved in business at the coop added that "we were always looking over their shoulder" but not using our monitoring role to correct the problems that were occurring. Two people involved in the coops finances felt that the checks were cosigned without adequate investigation.

Six interviewees agreed that the provision of technical assistance without direct loans would be desirable. As one interviewee pointed out, "in providing loans CCCDC also becomes a monitor - that's the source of many of the problems". At least four respondents felt that this was "too idealistic" i.e., that if CCCDC didn't provide loans, the coops would have no source of credit. The ex-president of Rancho La Fe, however, felt that the present members are too irresponsible to cover their loans, no matter what the source of the money, though in general, he felt that technical assistance loans were a positive service to the community.

D. CCCDC as Landlord

Three of the former coop members interviewed had a clear understanding of CCCDC's role as landlord and said that it was an appropriate way to make land available to community people. Six other people interviewed, however, felt that CCCDC's role as a landlord created problems with Rancho La Fe and interfered with the Corporation's other roles with respect to the coop. A staff member commented that "our preoccupation with hanging on to Agri-Park interfered with our making decisions (that were not always) in the best interests of the coop...when the 10 acres were planted...we made the decision (contrary to the will of the coop) to keep the Agri-Park at all costs, because we were a landlord". The coop felt that CCCDC had an unspoken presence as "landowners" which gave the Corporation so much "leverage" as to make training difficult.

Though two other respondents basically agreed that the landlord role was not desirable, they do not see it as one of the causes of the outcome of the project. Rather they see it as an issue that makes the Corporation vulnerable to ideological attack, especially when the situation is tense. As one respondent noted, it could be used as a "political tool".

E. CCCDC as Trainer

When asked if CCCDC was insufficient in training in business, management, finance, and administration, six respondents said yes, four said no, and two had no firm opinion. Three of the ex-Rancho La Fe members felt that assistance from CCCDC was sufficient in this area. Two believed that they were prepared to be autonomous in their bookkeeping and accounting. The third respondent however, felt that Rancho La Fe claimed they were ready to be independent of CCCDC before they actually were. This was reflected in the coop's less than successful bookkeeping practices, which were listed by several people as an impeding factor in the project. CCCDC was aware of these problems, but as three staff people mentioned, Rancho La Fe "refused" assistance in this area. When help was accepted, however, as one interviewee closely associated with Rancho La Fe's accounting, noted, it occurred only in isolated cases, there was no continuity or comprehensiveness to the training.

Other comments on the training were to the effect that training was generally good in field operations, and especially in the greenhouses. Rancho La Fe members, however, noted that they still needed more technical knowledge in such areas as applying fertilizers, and in distinguishing chemicals. Another respondent, noted that though training in production was adequate, the coop members continued to lack knowledge in the marketing and business aspects of this production.

Two trainees mentioned that the coop needed stronger training in the philosophy of cooperativism - such training was necessary before instructors could even begin teaching the technicalities of accounting or production. One trainer suggested that training in basic English and math would have strengthened her work with the members in the greenhouse.

F. CCCDC as Administrator of the Project.

Some weaknesses were noted in CCCDC's administration of the project, though their impact on the project is difficult to assess. The following points were mentioned by interviewees.

- Seven people felt that there was insufficient coordination among staff .
- Six people mentioned that more "clear, regular, and specific coordination was needed between the staff and the Board"
- Six people agreed with the statement that the project should have been "better organized." As one staff person explained, "my role was never specified - staff tasks should have been better assigned"

AGRI-PARK/RANCHO LA FE: Summary and Commentary

Summary Statements

1. Rancho La Fe was created within a climate that was conducive to cooperative development.
2. Rancho La Fe members were strongly influenced by the UFW; their particular understanding of that movement conflicted with the goals of coop development.
3. Characteristics of the Rancho La Fe group itself were not conducive to the development of a viable coop:
 - lack of group cohesion
 - small size of the group
 - lack of wide participation by Rancho La Fe members in decision-making and lack of access to information within the group.
4. Recruitment and screening of coop members were not rigorous and systematic enough.
5. The CCCDC/Rancho La Fe relationship had been characterized by a consistent lack of trust.
6. CCCDC's role as financial monitor and as landlord may have conflicted with its training and support roles.
7. There were some problems in the administration of the projects, such as staff feeling over-extended and insufficient "organization" and coordination of tasks.

Commentary

Agri-Park has a long and complex history. The above statements are by no means reflections of unanimous opinion, but rather attempts to cluster the majority of responses received in the interviews. As several of respondents pointed out, a given statement might be true for a certain period in the project's development, but would not necessarily apply to all stages in the life of Agri-Park or of Rancho La Fe. For example, statements about the coop's lack of cohesion or about its mistrust of CCCDC were said primarily in reference to the group as it has functioned under the presidency of Jose Perez, and to some extent under that of Antonio Sanchez, but not about the group under Simon Trujillo's leadership.

Another problem in identifying influential (and even critical) factors in the development of the project has been the weighting of those factors. We attempted to accomplish this by having respondents rank a series of statements compiled from previous interviews. Only five people four present and former CCCDC staff and one person from the community, did the ranking. The factors that these five people rated highest were:

- (1) Characteristics of the Rancho La Fe group were not conducive to the development of a viable coop.
- (2) The CCCDC/Rancho La Fe relationship was characterized by a consistent lack of trust.
- (3) Problems arising from the Rancho La Fe members' primary commitment to the goals and tactics of the UFW.
- (4) Recruitment and screening fo coop members should have been more rigorous and systematic.
- (5) Problems resulted from "CCCDC's lack of a monitored management system".

The most frequently agreed to sub-statements (that is, statements clustered under the above grouping plus some others on the questionnaire, given to all nineteen respondents) were, in rank order:

- Rancho La Fe's inability or reluctance to trust CCCDC
- RLF's use of adversary tactics (resulting from their UFW background and orientation)
- Narrow participation in decision-making process within the RLF group
- The need for criteria in recruitment and screening
- The need to obtain a commitment (financial and work involvement) from prospective coop members)
- CCCDC was effective developer of resources
- CCCDC should have had an ongoing program evaluation system
- The RLF group lacked cohesion
- The RLF members lacked sympathy with, or an understanding of, the goals of coop development.

At the top of both lists are statements about the Rancho La Fe group and its characteristics. Some staff people that we interviewed even went further in saying that nothing CCCDC could have done would have made any difference, given the nature of that particular group. Other respondents, however (former members of Rancho La Fe), cited instances where CCCDC might have intervened. One was in recruitment of the original members. The former president of the coop noted that he personally recruited Jose Perez and Modesto Negrete, and was told at the time that "they were not good for a coop". Other former members stated that they would have liked CCCDC to have been more intimately involved in group processes in the coop, so that they could have attempted to resolve the developing splits in the membership before they reached crisis proportions.

The UFW "Issue"

It should be emphasized that the goals of the United Farmworkers and the coop development movements are not necessarily in conflict with one another. In fact, one eventual positive outcome of the Rancho La Fe project could be a greater

involvement by the UFW in cooperative development efforts. In the case of this project, however, the particular ways in which the UFW orientation was manifested in some of the RLF members was seen by a majority of the respondents as a major factor in exacerbating the group's mistrust of CCCDC and of other groups and individuals in the community, and thereby interfering with the successful development of the coop. The first president of Rancho La Fe even went so far as to assert that "they are organizers, not campesinos".

Does the Agri-Park model work?

The "tragedy" of the Agri-Park (several of the respondents used that word to describe the project) is that the demonstration of the effectiveness of the basic model has been obscured by the deterioration and ultimate breakdown in relations between CCCDC and the Rancho La Fe group. The model, the provision of land, facilities, and training to farmworkers who would form cooperatives and eventually find land elsewhere, has not been given a chance to be "tested" or proven effective. There have been periods, in fact, during which Rancho La Fe did operate as a successful coop, growing and selling as much as \$350,000 worth of strawberries in one year. (It is interesting to note that three of the four ex-members of Rancho La Fe interviewed had a very clear understanding of the basic model and thought that it was a good idea.) Other similar projects have been started elsewhere in the country, and it would be interesting to determine (a) whether these efforts were in fact modeled directly after the Agri-Park, and (b) whether these projects have encountered similar kinds of problems. In any event, there are some caveats that emerge from this impact study which should be kept in mind in any future attempts to use the Agri-Park or other similar facilities:

- There are potential pitfalls in the ownership of land and facilities by a CDC or technical assistance group; these pitfalls include the understandable propensity to act to preserve those interests as a landowner rather than to train and support to the coop, and the tendency to be seen by client groups as having too much "leverage" over them.
- Participant groups should be recruited and screened carefully and only those with an overriding commitment to the goals of the project (assessed through observation during the initial training period) should remain in the coop.
- Participants should have a crystal-clear understanding at the outset of the goals and implications of the project.
- The terms of every agreement involving land tenure, financial arrangements, etc. between the CDC and the coop should be spelled out clearly. Violations of good faith and mutual misunderstandings should be confronted and resolved immediately.
- Training should include a heavy emphasis on group processes and on democratic decision-making structures; staff should be as closely involved as possible (within the limits set by the needs of emerging groups to assert their own independence) in order to help resolve potentially destructive conflicts within the coop group.
- Finally, if a strong relationship of mutual trust cannot be established with a group, and if a group continually violates written agreements, then the relationship should be terminated.
- There are administrative problems in this type of development project that are almost a fact of life, such as uncertain or ill-timed funding cycles, staff feeling over-extended, under-trained, isolated from other Corporation

staff and activities, and unclear about roles, responsibilities, and project guidelines. Structures must be implemented to ensure the clear delegation of responsibilities and assignment of tasks; the smooth coordination of activities, both within the project and with other Corporation projects and concerns; the continuing training and support of field staff; the ongoing monitoring and evaluation of the project; and the minimizing of disruptions resulting from funding cycles.

Finally, it should be noted that all of the above cautions have in some way been incorporated into CCCDC's activities, as can be seen in recent organizational assessments and in the relatively smooth and clear-cut operation of the Ag. Voc. Educ. coop development project described elsewhere in this Report.

II-E. SAN JERARDO

San Jerardo Narrative

The genesis of the San Jerardo project can be traced to early 1972 when 77 residents of the La Posada labor camp were evicted from their homes. Pic N' Pac, Inc., a strawberry firm that owned and operated the trailer camp to house its workers, was going out of business and was planning to sell all of its trailers. This left the La Posada families out in the streets to look for housing in an already overcrowded Salinas Valley. After numerous protests, with some families actually living in the streets, the Monterey County Housing Authority leased Camp McCallum to the evicted families.

When the lease on the camp ran out, a number of the La Posada families began planning and negotiating for the purchase of the site. By August of 1974 some 50 families had expressed their interest in the project and had deposited the stipulated \$400.00 membership fee. The funds generated by this fee were used as a down payment on the land and existing buildings. The site was rechristened "San Jerardo" and arrangements were made for the future payment of the mortgage. On Sept. 6, 1974, title on the property was transferred to San Jerardo Community Incorporated.

After purchasing the site, this group came to CCCDC for assistance. With technical assistance grants from the Office of Economic Development (OED) \$50,000 for two years, and a smaller grant from Rural Housing Alliance CCCDC hired a director for its housing component, a secretary and two community workers. For the first program year CCCDC staff worked with San Jerardo families to acquire a use permit from the county and to package the FmHA 515 loan application. After meeting and soliciting the support of community groups, growers and public agencies, the use permit was issued by the Planning Commission in September of 1975. The County Board of Supervisors upheld the Planning Commission's decision in a hearing on Nov. 5, 1975. Numerous meetings were held with CCCDC staff, the San Jerardo families and their attorney to prepare for these hearings. An Environmental Impact Report and plans for a building permit and other materials were also prepared and submitted in the county. The FmHA 515 loan preapplication was submitted on Feb. 27, 1976 after CCCDC staff had met periodically with the San Jerardo families both collectively and individually to explain the procedure and to fill out the forms. Activities related to the application also involved completing unit designs, soliciting cost estimates, making revisions, and meeting regularly with FmHA officials.

CCDC staff developed plans for an education program for the San Jerardo families, beginning with bimonthly meetings to clarify issues related to the FmHA loan process. Membership packages consisting of charts, brochures and other educational materials, were prepared for the coop members so that all could participate fully during the meetings. A more formal educational program was initiated in October of 1976 when meetings were held between CCCDC staff and San Jerardo coop members to discuss curriculum and educational approaches. Activities were planned, and the staff received feedback. Meetings were held between San Jerardo and Agricultural Vocational Education staffs to coordinate educational programs. A Staff Curriculum Task Committee was formed, and formal educational classes in corporate structure and coop management was initiated in January of 1977. Although a Spanish speaking CPA was contracted to work with the staff and coop members to establish a bookkeeping system and to review financial transactions late in 1975, classes in financing were not held until Feb. 12, 1977.

An important task for the staff was to help resolve legal issues that threatened to halt the project. In January of 1976 a group of local landowners filed a suit to abrogate the use permit in an attempt to halt construction. In response to the suit, the staff met repeatedly with the San Jerardo attorney to gather data and to finalize briefs. CCCDC staff also met with the San Jerardo families to keep them informed and to prepare for the law suit. On Sept. 3, 1976 the municipal court decided in favor of San Jerardo; the opponents appealed but the appeal was dropped in March of 1977. Another legal problem that was dealt with by staff was to resolve equity issues resulting from eight members withdrawing from the coop and demanding reimbursement of their membership fees and investment. Meetings were held between the attorneys for San Jerardo and the withdrawing members. As a result of the meetings releases were drawn up and a substantial amount, \$14,000 in total, was returned to the departing members.

Other tasks involved in the ongoing provision of technical assistance to the San Jerardo coop, were the securing of additional funds and preparing the coop for construction. In addition to the FmHA loan, proposals were submitted to various other agencies. Funds were received in the form of grants from the following sources: the Community Services Administration (CSA), the Rosenberg Foundation, the Provello Fund and the Vanguard Foundation. A \$75,000 loan was also received from the Housing Assistance Council (HAC). Proposals for a day care center and youth and park facilities were submitted after contacting various church groups and foundations but no funds were made available. Also at this time issues related to the FmHA application were resolved through meetings between CCCDC staff, project architect and FmHA officials. The size of the units had to be revised to meet FmHA regulations. All necessary figures had to be recalculated; supplemental information gathered and required forms completed. The FmHA loan for 1.8 million dollars was formally released on Aug. 18, 1977.

Meetings were held late in 1976 to prepare the San Jerardo members for the construction phase. The staff decided to hire a contractor to work with the coop members in accordance with FmHA regulations, and not to pursue the self-help method as extensively as had been planned. Everett Sanchez was hired as contractor, and meetings were held with him, with Alan Barstad, the project architect, and with the San Jerardo membership to finalize preparations and to resolve any last minute problems. FmHA approval was sought and received to include the costs of initiating construction on two model units in the purchase of the land. The construction was essential, in order to validate the use and building permits before their one year and six month expiration dates. More importantly, the two units provided the coop members with tangible results to sustain their efforts. By the end of January 1977, the units were completed and displayed to the public in April at which time an Open-house was held.

With the two units completed and construction on the remaining units slated to commence in October, CCCDC staff have been working with various groups to expand and replicate San Jerardo. Project staff has worked with Cooperativa Unidos de la Costa to pursue the Agri-Village concept as an expansion of the San Jerardo model. The staff has helped the coop in searching for land, writing proposals, working on cash flows and in workshops on equity and on accounting. Work has also been done with a group from Hebborn Heights (in Salinas) and with families from King City, who had been evicted from a State-owned labor camp. CCCDC staff is continuing to clear the way for housing projects similar to San Jerardo in the Salinas Valley, with efforts that include exploring possible sites and talking with interested groups.

SAN JERARDO: Assessment of Funding Goals and Objectives

1975 Proposal

Goals: Accomplished

Objectives: Generally accomplished (except the building of 20 units)

The 1975 objectives of the San Jerardo project were generally accomplished, although the anticipated benefits listed in the proposal are too far-reaching and long-term in nature to evaluate. The documentation of San Jerardo has been outstanding, with project objectives addressed in detailed progress reports. The two major changes in originally-stated objectives were the decision to hire a contractor to coordinate construction (rather than a strict self-help approach) and the construction timetable, i.e., 20 units were not built during the 1975 project year).

1976 Proposal

Goals Not yet accomplished (the building of 60 units)

Objectives: Generally accomplished

The demonstration objective for San Jerardo in 1976 is largely conceptual, in its references to a "model for influencing rural development" and to "postulating the Agri-Village concept." Paradoxically, most of the objectives for the project were met, while the goals (to build the 60 San Jerardo units and to replicate the project elsewhere) were not achieved. Objectives that were not met were primarily those relating to implementing new San Jerardo's and as in 1975, to self help construction.

SAN JERARDO --- 1975 PROPOSAL

(Part E: San Jerardo Community Development)

Demonstration Objective: To demonstrate the effectiveness of the cooperative model in the creation of farm labor housing and the attainment of long range developmental goals.

Goal:

To provide technical assistance to San Jerardo (in implementing self-help housing construction and in obtaining funds).

Yes, technical assistance was provided: No, not in self-help housing construction. Yes, in obtaining funds.

Objectives:

Objective #1

Gather information required to package a FmHA 515 loan application.

The FmHA pre-application was completed and sent to FmHA on February 27, 1976. Activites related to the application were:

---Financial statement on San Jerardo Community Inc. completed by CPA in July, 1975.

---Preliminary unit designs with assistance from the Community Design Center of San Francisco completed and architects and contractor asked to develop unit cost estimates in July, 1975.

---Co-op bylaws and agreements are completed in July '75.

---Study of local housing conditions completed in Sept.'75

---Narrative description of the proposed rehabilitation of the units completed in July, 1975.

---Met with families to fill out 515 loan application in July, 1975.

San Jerardo - 1975 Proposal

Objective #1 (continued):

---Bimonthly meetings with San Jerardo families to explain legal and organizational problems related to the FmHA loan beginning in Sept. 1975.

---Meet with local and state FmHA officials to discuss project in Sept. 1975. (9/12/75)

---Complete unit cost estimates 1/3/76

---Develop new bylaws and articles of incorporation as proposed by FmHA in 9/12/75.

---FmHA preapplication completed (1/3/76)

The major issues involved were:

The cost of rehabilitation: The initial response from some of the officials at FmHA was that the labor camp was "not worth rehabilitating". After drawing up and comparing cost estimates of construction, it was determined that it would be less expensive to rebuild on the site, than to tear the existing structures down and rebuild the units from scratch.

The size of the units: Normal homes built through FmHA loans are 1100 to 1200 square feet. The plans for the San Jerardo homes included greater square footage. San Jerardo staff also reworked their cost estimates to delete amenities like patios and sliding doors to satisfy the "adequate but minimal" policy of FmHA. By the end of the FY76, however, the staff were still determined to maintain the proposed size of the units.

San Jerardo - 1975 Proposal

Objective #1 (continued):

The corporate structure: FmHA's policy for lending is usually geared more toward "broadly based" non-profits than the San Jerardo cooperative. By December of 1975, the staff and families had decided to submit the loan presenting San Jerardo as a non-profit housing structure. Under these circumstances, however, the families would become renters, not owners, and possibly lose control of their project. Thus, when the proposal was finally submitted in Feb. of 1976, they were represented as a cooperative, with the non-profit structure included to represent an alternative structure.

In drawing up the pre-application the staff received advise from RHA, Self-Help Enterprises and Senator Cranston's office.

Objective #2:

Assist members during the construction phase to resolve family or group problems which may have a negative impact on performance.

Done, although not during construction phase. A major group problem was an effort beginning in Feb. 1976 by several families to take over leadership of the project, claiming that certain members are not paying in money and the land is about to be lost. Meetings were held, elections of new officers took place, petition was circulated in support of the present board and membership and a statement was signed in support of the president of San Jerardo.

Several meetings held between the attorneys representing the two parties to clarify the situation and negotiate a satisfactory solution. (July-Aug.1976).

Releases drawn up by the San Jerardo attorney, submitted and signed.(August 1976.)

San Jerardo - 1975 Proposal

Objective #2 (continued):

Eight members resign and are reimbursed a total of \$14,000 for their membership fees and investment, substantially more than the amount allotted in the bylaws.

Objective #3

Plan and implement a formal educational program to prepare the families to assume responsibility for ongoing management of the housing project.

Develop plans for instructing families in FmHA application procedure. (11/75)

Visual aides and handout materials dealing with the Use Permit and alternative corporate structures are presented to the families. (12/75)

Objective #4

Coordinate activities related to the construction of a day care center and the creation of a park and youth facilities.

Staff begin working on writing proposals for the funding of a day care center. (9/75). Proposals were sent to the following organizations: Lutheran Resources Commission, Washington, D.C., United Methodist National Division (later denied), the United Methodist Division of Parish and Community (later denied).

Preliminary contacts with the Kresge Foundation.

Proposal written to the United Thank Offering to build a community center (3/76)

Construction of the day care center and park did not take place.

San Jerardo - 1975 Proposal

Milestones include:

1. Acquire necessary permits from the County of Monterey.

1. Complete Environmental Impact Report. (7/9/75).

Acquire use permit in Sept. 1975 from Planning Commission.

The decision by the Planning Commission is supported by the Board of Supervisor during hearings in November '75.

Meet with county officials to discuss the issuance of the building permit (1/3/76).

Plan for building permits prepared by staff and architects (1/3/76)

Sketches and other materials have been prepared for building permits to be issued by 7/76 (4/7/76).

2. Package and submit FmHA 515 loan.

2. Pre-application submitted Feb. 27, 1976.

3. Prepare families for self-help construction - educational program.

3. Meetings from Oct. 76 - Dec. 76 included the coordination of self-help manpower for unit construction.

4. Develop funding proposals for day care center.

4. See objective #4 above.

5. Organize families into construction groups.

5. No.

Milestones (continued):

6. Coordinate construction.

6. Though construction did not begin that year: Preconstruction arrangements were completed and construction was initiated on one type "A" barrack (2 units). The related activities included:

---Contract signed between San Jerardo and contractor.

---Loan funds were received from the Housing Assistance Council to begin construction.

---Constant communication between HAC and the housing staff.

7. Design, renovate sewer and water systems.

7. Sewer and water system were designed but not renovated:

---Cost estimates completed and meetings held with Rural Fire Chief and County Environmental Health officials in Sept. 1975.

---Final engineer drawings on first part of sewer and drainage system completed and submitted to the state for review in Jan 1976.

8. Complete construction of 20 units.

8. No.

9. Prepare for construction of next 20 units.

9. No.

Anticipated Benefits:

1. Demonstrate farmworkers' ability to build and manage housing project.

2. Demonstrate feasibility of co-op housing for low-income families.

3. Demonstrate effectiveness of co-op housing as developmental vehicle: families will gain skills in construction, maintenance, and administration, including long-range planning, setting priorities, and accomplishing short-term objectives.

4. Demonstrate that co-op housing can provide an economic base for families from which they leverage additional resources...

5. The families will experience the benefits and responsibilities of ownership. This will undoubtedly affect their voting habits, the performance of their children in school, family stability, and social attitudes.

Impacts to be assessed after completion of construction.

(Section III: Rural Housing Development - A New, Replicable Model)

Demonstration Objective:

To demonstrate the feasibility of :

1. a cooperatively owned rural housing complex as a model for influencing rural development policy and,
2. postulating the agri-village concept as a desirable integration of the social and economic factors of rural life.

Goal A:

Develop and construct sixty units of cooperatively-owned farm labor housing at San Jerardo.

Objective #1:

Work with FmHA to complete the application process which began with the submission of the FmHA 515 loan pre-application.

1. See Impact Study.

2. See Goal A: Objective 6

Two units built by Jan 1977. Construction on the rest of the units to begin Oct. 1, 1977.

Issue of unit size resolved, all necessary figures are calculated, supplemental information is gathered and requested forms completed, contractor contracted through meeting between staff, architect and FmHA officials(7/76).

FmHA approval was sought and received to include the cost of initiating construction on two units in the purchase price of the land. The initiation of construction was vital in order to validate: 1. the use permit before the one year expiration date; and 2. the 60 day expiration deadline for buildings.

San Jerardo - 1976 Proposal

Objective #1 (continued):

Loan revision, with revised cost estimates of items requested by FmHA, and family 410-4 applications demonstrating family eligibility are completed and submitted to FmHA (9/12/76).

Pre-application revised to include Community Center as part of FmHA construction loan.

Verbal commitment to provide 1.4 million as a construction loan granted by FmHA April, 1977.

Formal written commitment for 1.8 million (8/18/77)

Objective #2:

Prepare and submit all necessary plans and drawings required by the County prior to construction.

All forms (i.e. "Report to the Water Quality Control Board" for the further development of San Jerardo and the "Real Estate Commissioner's Report" for the incorporation of the cooperative) are filled out but still awaiting receipt of several letters certifying availability of services 7/9/76.

Landscaping plan completed 7/76.

Meetings with San Jerardo membership, architect and contractor and project staff (7/9/76).

Submit water and Real Estate Commissioner Reports (Oct - Dec 1976).

Objective #2 (continued):

Feasibility reports and plans received from the county and submitted to meet requirements of the State Water Quality Control Board (1/3/77).

Complete Real Estate Commissioner Review 3/11/77.

Meeting with engineers and negotiating with P G & E (6/77).

An electrical engineer is subcontracted to coordinate the various services. (7/77).

Final package sent to the Real Estate Commissioner (7/77).

Objective #3:

Supervise and coordinate during self-help construction phase.

Because FmHA has never dealt with self-help housing especially under 515 regulations, San Jerardo staff hired a contractor in accordance with FmHA's demands. The role of the contractor will be to hire the necessary services. CCCDC will assist in training the families in construction and helping to coordinate their services.

Meetings with San Jerardo members to prepare for imminent construction (July-August 1976).

A group from Youth Corps directed by San Jerardo staff do the preliminary work on rehabilitation (6/76-7/77).

Objective #3 (continued):

A group from The American Friends Service Committee spent 6 weeks preparing the camp for rehabilitation with San Jerardo staff giving direction and help. (6/77 - 8/77).

Receive \$61,000 from the Rosenberg Foundation to hire a construction supervisor, begin interviewing for that position.

Objective #4:

Resolve legal issues raised by opponents of the San Jerardo development.

Numerous meetings with San Jerardo attorney to gather data and finalize briefs (7/9/76).

Findings in support of San Jerardo signed by the judge 9/3/76; case to be appealed in the Appellate Court in San Francisco; preparations underway for hearings; meetings with San Jerardo membership to inform them of events (9/76).

Staff solicited and received information from several counties in the state surveyed to define current policies concerning subdivisions and farm labor housing.

This information incorporated into an Amicus brief filed by the County Council (7/9/76).

Hearing held Sept. 1, matter is taken under submission.

Objective #4 (continued):

Legal issues resolved: landowner's appeal of municipal court decision in favor of San Jerardo dropped (1/3/77).

Objective #5:

Continue to instruct families in financing, design and management.

Curriculum and educational approaches developed and meetings are held with staff and San Jerardo members to discuss approach and planned activities and to receive feedback. (9/76).

Meetings of San Jerardo staff and Voc. Ed. staff to arrange interface of programs (9/76).

Formal education classes in corporate structure and co-op management initiated (1/3/77).

Staff curriculum task committee established: meetings held with San Jerardo membership to determine approach and areas of interest (1/77).

First class in financing held (2/12/77).

A training design is completed (4/77).

Objective #6:

Investigate...expansion of model beyond housing into areas related to economic development, such as agriculturally-related job training or business development (cooperative farming).

During this year San Jerardo staff as well as other staff from the community development component are working with Cooperative Unidos de la Costa, a 17 member producer cooperative, interested in pursuing the Agri-Village concept. Technical assistance to Coop-Unidos included:

San Jerardo - 1976 Proposal

Objective #6 (continued):

---The search for land. Seven pieces were examined and offers were made on some. Currently, Co-op Unidos has \$5,000 on 340 acres owned by John Dupont. Their offer is \$4,300 per acre. 45 days after it was accepted, the co-op raised \$305,000.

---Proposal written in Dec./77 describing the Agri-Village concept, and is sent to various agencies and foundations.

---Four workshops held between 1/77 and 3/77 to deal with issues of equity and accounting. These workshops included **lawyers** from CRLA, the Berkeley Law Project and an accounting firm in San Francisco.

---Proposals are written to FmHA, SBA and OED between June and July 1977 to receive financing.

---Cash flows finished for a 5 year plan involving the Dupont land. In 6/77 they are presented to Wells Fargo Bank.

---Also meetings are held with the Southern Cooperative Development Fund in a joint effort to push for the funding of research and development for the Agri-Village concept. (6/77).

San Jerardo - 1976 Proposal

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Goal B:

Replicate the San Jerardo Model.

Replication does not occur though San Jerardo staff continues to survey labor camps in the area and becomes involved in two projects which could lead to a replication of San Jerardo including 1) A community development project in Hebbbron Heights and 2) a housing project in King City as a result of an eviction from a state owned labor camp there.

Objective #1:

Contact present camp owners to assess their attitudes regarding the sale of their sites.

Researching possible sites and making numerous visits to sites to gain information on the needs and interest of the families (9/77).

In March 1977 began looking in earnest when King City families are evicted. Pursue possible site in Soledad where camp owner expresses interest in selling.

Objective #2:

Work with County officials to resolve general zoning issues such as those presently confronting San Jerardo.

Discuss with the Board of Supervisors the idea of amending the zoning ordinance so that F zoning (agricultural labor housing) would not forbid creating a "subdivision". The Board seems open to this idea. The County Counsel has indicated that if a court finds that San Jerardo is a subdivision, the decision could affect other labor camps in the area. (1/76).

San Jerardo - 1976 Proposal

Objective #2 (continued):

A San Francisco attorney is working on the wording of a proposed change in the zoning ordinance to drop the clause that disallows creating a subdivision operating a labor camp in F zoning (3/76).

The Amendment Petition submitted (3/76).

First public hearing before the Planning Commission is 4/14/76. The general attitude is against the proposed amendment.

Develop alternative wording to respond to concerns expressed by the Planning Commission 4/30/76.

Letter sent to Commissioners explaining the reason for seeking an amendment (5/7/76).

Revised amendment and submit to commissioners for their consideration (5/26/76).

Attend Commissioner's meeting.

The issue is at a standstill due to lack of support from the Planning Commissioners and the County Counsel (9/77).

Objective #3:

Establish communication links with present labor camp residents to assess attitudes and knowledge of the cooperative as an alternative.

In March of 1977, the families living in a state-owned labor camp in King City are evicted on the basis that it is open only 6 months out of the year.

San Jerardo - 1976 Proposal

Objective #3 (continued):

San Jerardo staff attend meetings and work with the CRLA staff to present the housing cooperative model. The families choose to return to the labor camp and work with CRLA to keep it open for 12 months of the year.

Objective #4:

Begin project planning and financing processes aimed at rehabilitation or new construction through the use of FmHA or HUD programs.

In August of 1977, San Jerardo staff is approached by families of the Hebbbron Heights area who are interested in starting a housing project. CCCDC agrees to lend technical assistance. Activities related to helping with financing included:

- San Jerardo staff talks to HUD officials about block grant funds for housing in Hebbbron Heights. He says they must be channeled through the county (9/24/77).
- Meeting with City Council to talk them out of using block grant funds for a library (8/76-9/76).
- Visit RHA and the staff invites them to submit proposal in support of San Jerardo and to replicate it. Proposal submitted 3/77. Also examined the idea of submitting proposal to DOL to replicate the San Jerardo model throughout the state (3/77).
- Get revolving fund started to purchase land - proposal to CSA for revolving fund (3/77).

Objective #4 (continued):

---Attend public hearings on Hebbbron Heights.
CCCCDC submits proposal to assist in housing
community development (3/77).

---Try to obtain Block Grant funds through the
City of Salinas to begin the housing project
with Hebbbron Heights families (10/76).

---Draw up a plan to be adopted by the City
Council in releasing Block Grant funds to
Hebbbron Heights (2/77).

Objective #5:

Counsel and assist families to develop corporate
and organization structures necessary to assume
responsibilities of ownership and management.

Begin weekly meetings with families of the Hebbbron
Heights area, introducing them to the concept of the
housing cooperative. Two acres of land are available
in that area for 20 units of housing. (8/76).

CCCCDC's role is defined as working with the families
to educate them and assist them in setting their
goals and establishing their legal and organizational
structures. The families will work with other
agencies and individuals for organizational and
technical work.

For two months, weekly meetings are held to draft
the bylaws. Under cooperative status, however, the
families could not get tax exemption. Thus, the
legal documents are rewritten to form a Housing
Development corporation (9-12/76).

San Jerardo - 1976 Proposal

Objective #5 (continued):

The incorporation papers are delivered to Sacramento in Feb. 1977.

Families request a meeting; bylaws need revision (9/77).

Benefits:

"The activities of CCCDC's Housing Component will benefit directly the 360 people who make up the farm labor families of San Jerardo. They will benefit an additional eighty families presuming at least two other sites are shown to be appropriate for the creation of cooperatively-owned farm labor family housing."

"...Construction should begin by the end of the calendar year."

For the past year CCCDC has been serving 30 member families. 20 families have just joined and 10 more are expected to join. The King City project would have included from 20 families.

SAN JERARDO - Impact Studies

Intention of the Project. The intention of the San Jerardo project was to build farmworker cooperatively owned housing for 60 families within existing zoning and financing mechanisms and thereby create a model for future replication.

The three Impact Studies that the Evaluation Team had planned to conduct, reflected the broad range of functions that characterize CCCDC's approach. The First was a "Policy and Extended Impact Study" to determine San Jerardo's effect on Farmers Home Administration's and other agencies' funding policies. The next study, which was suggested by the CCCDC staff person in charge of the San Jerardo project, was the "Cabrillo Village comparison." The third proposed study, which we were not able to do because of time and resource constraints, was a "Coop Effectiveness Study." In this study the Evaluation Team had planned to apply the Coop assessment framework developed in the Ag Voc Ed study to determine the effectiveness of CCCDC's coop management training and assistance on the San Jerardo families.

Study 1

In the revision of the San Jerardo Impact Studies, the Evaluation Team decided to focus on the project's impact on FmHA policy and to do a separate policy study on impacts on other agencies. In the first study, we conducted telephone interviews with four agency officials, one state and one national-level official from FmHA and the FmHA legal counsel along with one official from the Housing Assistance Council (HAC)

Study 2

This study was conducted in the same manner as Study 1, i.e., telephone interviews using standard questionnaires, only with six officials from the following agencies: Rural America (RHA), Campaign for Human Development, California Rural Legal Assistance (CRLA) and HAC.

Study 3

Again, telephone interviews with standard questionnaire were used in the third study, the "Cabrillo Village comparison." The objective of the study was to compare CCCDC's type of continuous and comprehensive assistance to a similar project in Ventura, California which received more specialized forms of aid from a wider variety of services. In this study, five representatives from HAC, FmHA, CRLA, California Department of Housing and Community Development and the Campaign for Human Development, were asked questions comparing comprehensive versus specialized technical assistance.

SAN JERARDO

STUDY 1: Farmers Home Administration

Evaluative Questions:

- a) What factors were influential in FmHA's decision to approve San Jerardo's 515 loan?
- b) Has FmHA policy been changed (i.e., had a precedent been set), such that future cooperative housing projects are more likely to be approved for FmHA funds as a result of San Jerardo?

The four persons interviewed were:

State level FmHA official
 National-level FmHA official
 FmHA legal counsel
 Housing Assistance Corporation official

a) Influential factors

The following were mentioned by respondents as factors leading toward FmHA's positive ruling to provide a loan:

- the relationship established by San Jerardo staff with the State-level FmHA office.
- the quality of the application itself ("Moncrief's homework" was the way one person answered).
- extensive contact by the Housing Assistance Council with the National FmHA office.

The last item was mentioned by two respondents, one with H.A.C. and one with FmHA. (Part of the relationship between the two agencies stems from the fact that the former director of H.A.C. is now the new head of FmHA). H.A.C. staff monitored the FmHA processing of San Jerardo's application, urging a liberal interpretation of the law, and their interpretations are generally conservative. In this case, H.A.C. staff worked with FmHA staff on the national level, who in turn "convinced" State-level officials. H.A.C.'s contacts took the form of meetings with FmHA staff, including the Director of Multiple Family Housing, and frequent telephone calls (as many as ten calls each day during a several-week period of peak activity).

Three of the four respondents specifically mentioned CCCDC's role as being critical to the success of the loan application. Their comments were to the affect that, "Without CCCDC technical assistance to guide them (San Jerardo), nothing would have happened"...."CCCDC helped them through a very complicated process - housing is a complex field, not one for amateurs to get into - groups like San Jerardo need professional assistance...."

b) Policies Changes/Precedents Set

The respondents were unanimous in the assertion that, strictly speaking, policy changes were not necessary in the approval of the San Jerardo loan, other than a slight stretching of the usual square footage limitation for housing units. San Jerardo is not the first cooperative housing project to apply for, or receive, FmHA loan funds. Another coop received such a loan about ten years ago, and three more in New York, Alabama, and Ventura Co., Calif. (Cabrillo Village), are in various stages of the application

process (although Cabrillo Village is not applying for a Sec. 515 co-op loan).

The changes as indicated above, have been in the interpretation of that policy ("unwritten policy"). One respondent (outside FmHA) speculated that it is "very possible" that FmHA will fund coops more readily, if San Jerardo succeeds. Another, however, said that "I don't view it as any breakthrough...if the money is there, eligible groups (including coops) will receive it." Another respondent thinks that there probably won't be a big surge toward coop housing, that the trend and demand is toward other forms, such as open rental housing and limited partnerships, "toward ventures that will bring in further investment money."

SAN JERARDO

STUDY 2: Impacts on Other Agencies

Evaluative Questions:

Have the policies, practices, or plans of other agencies and groups been influenced by the San Jerardo model? (i.e., have they become, or will they become, more involved in co-op housing as a result of San Jerardo?)

Persons Interviewed:

Six representatives were interviewed from the following agencies:

Rural America (RHA)
 Campaign for Human Development
 California Rural Legal Assistance
 Housing Assistance Council

Agency and Type of
Contact with San Jerardo:

Impacts on the agency with respect to the
Evaluative Question:

1. Rural America (RHA)
 Financial assistance to
 San Jerardo.

Funding is on an ad hoc basis - no planned involvement in co-op housing beyond San Jerardo.

Constrained by strict DOL funding guidelines, but "would like to fund more projects like San Jerardo".

2. Campaign for Human
Development
 Financial assistance to
 San Jerardo

"We just receive proposals" - no plans beyond San Jerardo and Cabrillo Village - fund projects in every field of technical assistance according to their criteria, primarily a project's potential for developing self-sufficiency and for having impact on institutions.

3. California Rural
Legal Assistance
 Gave legal advice to San
 Jerardo families.

Plans to "work on housing in general" - to investigate needs, funding sources, availability of land, etc.

Co-op housing is a "possible solution that should be looked into...but a difficult model to work out." Will work with King City families (two staff currently assigned there), and will "take advantage of CCCDC's experience and expertise in housing", particularly in dealing with FmHA and in organizing the families. "Got idea from Ed Moncrief" to look at existing farm labor camps and to use land that's zone agriculturally. In organizing tenants will "use San Jerardo as an example of what can be done".

4. Housing Assistance
Council

- lent \$75,000
- gave technical assistance
(explaining FmHA & other
regulations)
- intervened on national
level with FmHA

"We are going around the country saying 'take a look at this model'... (San Jerardo) might be a very valid concept for farmworkers elsewhere".

They generally have "very limited" involvement in co-op housing, because it is usually directed toward moderate-income people.

SAN JERARDO

STUDY 3: Comprehensive versus Specialized Technical Assistance

(Data drawn from San Jerardo and from Cabrillo Village).

Evaluative Question:

What are the impacts on a project like San Jerardo of receiving continuous full-time, comprehensive assistance from a single, multi-purpose organization, as opposed to receiving more specialized aid from a variety of sources?

Persons Interviewed:

Five representatives from the following agencies:

Housing Assistance Council

FmHA

California Rural Legal Assistance

California Department of Housing and Community Development

Campaign for Human Development

Originally it was thought that, because of the obvious parallels between San Jerardo and Cabrillo Village (both are groups of farmworker families attempting to buy, rehabilitate, and live in, former farm labor camps), a comparison of the two projects along a number of dimensions would be instructive. It soon became clear, however, that such a wide-ranging study would be beyond the scope of the present evaluation and would be premature, given the relative lack of development of the Cabrillo Village effort. The following data, then, relates only to the general issue outlined in the above evaluative question.

All of those interviewed agreed that, based on their experience with both San Jerardo and Cabrillo Village, coordinated assistance from a single multi-purpose organization was preferable to short-term, specialized aid from a number of groups and agencies. Agency staff who had administered financial and other support to the projects felt the need to work with one "pivotal person" on whom to focus responsibility (to the project board and to supporting agencies). That person, in order to function effectively, should be able to gain the trust of the families, to act on their behalf as a spokesperson to more sophisticated agency and government officials, and to seek out and coordinate more specialized kinds of assistance when necessary. One interviewee emphasized that this coordinating function involves more than technical assistance: it includes "hand-holding", working with the families to explore ideas and alternatives and to answer questions.

In contrast to CCCDC's continuous, full-time liaison work with San Jerardo Cabrillo Village has received help from approximately ten different groups who were often not aware of what the others were doing. The results, as

described by three respondents, were often confusion, duplication of efforts, "second-guessing", lapses in communication, conflicting messages given to agencies, and "lots of conflicting advice (especially with regard to FmHA and other government regulations)." One person pointed out that the slowness of Cabrillo Village's incorporation process is attributable in part to a long interruption when the person working with them left the project.

Both projects have had to cope with changes in membership and with issues surrounding those changes (such as returning money invested by withdrawn members). We did not get sufficient data to make a detailed comparison of the ways in which such problems were handled, but the arbitration and resolution of internal membership problems has been a major focus of CCCDC staff's time and energy at San Jerardo, and we surmise that similar disputes might have been solved more quickly at Cabrillo Village with similar outside help. One respondent pointed out that since the beginning, San Jerardo's membership has been more clearly defined and more cohesive, since participation in the group is a result of conscious choice and commitment (and financial investment), whereas membership in Cabrillo Village has been determined simply by virtue of prior residence in the camp.*

Another important difference between the two groups is the fact that in San Jerardo's case, the group leader (Sixto Torres) was hired to work full-time on leading and developing the project; the president of Cabrillo Village, on the other hand, is forced to fit his involvement in around working in the fields.

Finally, several people interviewed expressed the caveat that comprehensive technical assistance from one group is effective only to the extent that the advising organization has, or has access to, the breadth and depth of expertise that is necessary in a field as complex as multi-family housing.

*The fact that the Cabrillo Village families are actually living in the site to be rehabilitated or re-constructed while the San Jerardo families are not is a major difference, the ramifications of which could be explored in any further comparative study.

SAN JERARDO: Summary and Commentary

Summary Statements:

I. Farmers Home Administration

1. Critical factors in obtaining the FmHA loan approval were:

- the relationship established by project staff with the state-level FmHA office.
- the quality of the application ("Moncrief's homework") (also supportive work done by HAC in Washington).

2. No change in FmHA's written policy was necessary.

- slight stretching of square footage limitation.
- liberalizing of interpretation of written policy.

II. Impacts on other agencies: Agencies not adopting San Jerardo model as such (coop housing):

- two funding agencies fund on ad hoc basis, according to own criteria.
- one is moving into housing in general, with coop as one possible model.
- one is "going around the country saying "look at this model for farmworkers".
- agencies (locally) see CCCDC as experts in the housing field- not just for coop model.

III. Comprehensive vs. Specialized Technical Assistance.

Based on San Jerardo - Cabrillo Village comparison, all those interviewed agreed that comprehensive, continuous technical assistance from a single, multi-purpose organization like CCCDC is more effective than more specialized, short-term aid from a variety of sources.

- continuous leadership is critical.
- access to wide variety of expertise is critical.

Commentary

San Jerardo offers a clear example of CCCDC's comprehensive approach, or the combining of a number of different roles for the Corporation in a single project. Staff performed a training/group development function in helping the families to form a cooperative and to resolve group membership issues and to prepare themselves for the actual construction of the housing units. Staff worked with government agencies on the local (city and county), State, and national levels to clear the way for the financing, legal approval, and building of the project. And finally, as the third impact study emphasizes, CCCDC performed a vital coordination and leadership function.

Other factors contributing to San Jerardo's apparent success have been thorough preparation and follow-through, careful documentation, continuity in staffing, and the presence of a client group that felt an urgent need and as a result was always there to help sustain the momentum of the project.

II-F. STRAWBERRY COOLER

Cooler Narrative

CCCDC has been concerned with establishing economic integration with respect to farmworker cooperatives since its initial projects. A Strawberry Cooling Facility was considered a natural and necessary step for developing coops, as an adjunct to the program at Agri-Park. The strategy was to spawn coops at Agri-Park, who would then form economic relationships based on use and operation of a Cooler. Along with horizontal integration (cooperation between the coops) there would be vertical integration, with the coops controlling both the production and marketing of their product. Such a project would be long-term and include long range planning for the involvements of the cooperatives.

CCCDC approached the State of California, Department of Housing and Community Development (HCD), the Economic Development Administration (EDA) and the Office of Economic Development (OED) for possible funding in 1975. EDA provided 80% of the funding (\$222,000) through Section 304 of the Public Works and Economic Development Act of 1965, matched by 20% (\$45,000) from HCD. In addition, OED provided \$75,000 to leverage additional public and private capital for construction and to provide technical assistance. EDA also provided a \$30,000 Technical Assistance Grant to train the coops to manage and operate the Cooler. As of the present time, none of the agencies, with the exception of OED, has released the funds allocated to the project.

Among the initial tasks for the project was to draft and submit a Cooler Feasibility Study and to lay the groundwork for relationships among the user coops. To research the feasibility of a Cooler in the Salinas Valley, CCCDC staff investigated prototype plant designs by Pressure Cool and solicited cost estimates from four contractors. A land survey profile was conducted on 34 potential sites and an optimum location was selected in Prunedale. The Cooler Feasibility Study was submitted to EDA at the end of 1975 and was refined and resubmitted on July 16 of 1976.

CCCDC had planned to involve three coops (Rancho La Fe, Cooperativa Campesina and Cooperativa Central) in the operation and management of the Cooler, along with small farmers in the North Monterey County and Watsonville areas, who would rent space in the facility. During the first program year, CCCDC staff conducted numerous meetings with presentations to the coops clarifying issues regarding business and legal organizational structures, lease and contract provisions, grant conditions and cost estimates. Meetings were held with the individual coops and one general meeting was held with all the coops present. Cooperativa Central was the only coop that showed continual interest in the project; Campesina and Rancho La Fe refused to participate for various reasons (see Impact Study). A 17-page contract covering all aspects of the legal relationship between CCCDC and the Federation of coops was drafted, translated and presented to Coop Central and Rancho La Fe by CCCDC staff in November of 1976. But because the three coop's hesitated on forming a Federation, and with no agreement on an organizational structure to operate and manage the Cooler, the contract was never signed.

Along with the delays involved in signing an organizational contract, were delays in processing the EDA Public Works Grant application for the release of funds. Funding was still being negotiated in January of 1976. Another delay involved changing the site to Agri-Park because of the difficulties in securing the parcel in Prunedale. The site change required additional work,

such as obtaining building permits, completing impact reports and redesigning the facility. Each change on the design was fully explained to the coop members by CCCDC staff. In conjunction with the site change CCCDC and coops settled on a ownership arrangement - CCCDC would own the facility and lease it to a Federation of coops, whose members would help construct operate and manage the facility, with skills acquired from CCCDC training programs.

Further delays occurred when opponents of the project (local business people and other cooler owners) argued that a Cooler was not necessary in the Salinas area and that a publicly financed cooler posed a legal question of "unfair competition" to privately owned facilities. Staff time had to be diverted to deal with these issues. Experts had to be consulted to marshall support for the project and to refute the opponents' claims. Compounding this delay was the decision to once again change the site from Agri-Park to another location in Prunedale on Spence Road off Highway 101. This decision was prompted by EDA regulations, county zoning changes and Rancho La Fe's refusal to participate in the project.

With Cooperativa Central, as the key participant in the project, explained the Cooler project and its implications to the new coops, Unidos de la Costa, La Paz, Strawberry Valley and Pajaro Valley. One meeting was held collectively with the four new coops and Coop Central to discuss the benefits of a Cooler.

A new contract to purchase the new site was signed on Nov. 30, 1976, contingent upon CCCDC obtaining the necessary building permits and the release of agency funds. Engineering and architectural firms were selected in December of 1976. These firms were retained to prepare the necessary reports, i.e., the architectural engineering agreement and preliminary engineering report.

Once again, delays occurred in the purchase of the land and the completion of the architectural and engineering reports, and CCCDC had to request a grant extension from OED and EDA in late 1976. In late February 1977 a new Project Manager from EDA was brought in, and the project was again delayed due to the time involved in familiarizing the new official with the project. Due to these delays CCCDC requested and received an extension on the escrow period on the new Spence Road site.

Progress on the project was halted at this point, with no signed agreement among the coops and with the purchase of the site and subsequent construction of the facility at a standstill pending the release of agency funds. In early 1976, the problems with Rancho La Fe at Agri-Park escalated, causing the agencies to "freeze" the funds for the Cooler until the situation there was resolved. HCD had set a six month deadline to resolve the situation at Agri-Park by the end of September 1977 or the funds (including EDA's) would be withdrawn. This deadline was not met, but CCCDC has received a six month extension of the dealine. CCCDC still holds an option on the Spence Road site and with all the preparatory work (other than the signed agreement among the coops) completed, all that is needed now is the release of the funds to begin construction.

STRAWBERRY COOLER: Assessment of Funding Goals and Objectives

1975 Proposal

Goals: Not accomplished

Objectives: Partially accomplished

The Goals and Demonstration Objectives for this project were not met, since the Cooler has not been built. The objectives (taken from the proposal Milestones) were met in part: those relating to preparatory stages were accomplished, while those relating to actual construction and operation of the facility were not. Long-range relationships among the coops were not established, according to the Impact Study findings.

1976 Proposal

Goals: Not accomplished

Objectives: Not accomplished

The Goals, Demonstration Objective, and Objectives for this project were obviously not met, since no "management assistance" was given, a cooling facility has not been built, and a "federation of agricultural cooperatives" has not been formed.

STRAWBERRY COOLER --- 1975 PROPOSAL

(Part A: Strawberry Cooler Facility for Co-op Association).

Demonstration Objective: To demonstrate the feasibility of integrating cooperative groups through the construction and operation of a facility for cooling strawberries.

Goals:

1. To demonstrate a model for vertical integration of the cooperatives.
2. To provide a "substantial savings" (20%) to the cooperatives.
3. To provide a setting for the learning of new skills (with respect to the warehouse industry, management techniques and fiscal control).
4. To lead to long-range planning by, and to extend the economic relationships of, the cooperatives.
5. To increase co-op members' influence over the economic conditions that affect their businesses.

1. No, model for vertical integration of the cooperatives was discussed but not implemented.

2. No.

3. No.

4. Yes, meetings on the Cooler have led to long-range planning by the coops (see impact studies) but no, the coops have not extended economic relationships.

5. No.

Process Goal Mentioned in the Proposal:

"CCCCDC will decide with the cooperative which role (developer or owner, monitor or investor) is most appropriate and what are acceptable relationships among the groups".

Yes, it was decided, through negotiations with Rancho La Fe and Central in the second quarter (October-December, 1975), that CCCCCDC would own the Cooler and lease it to a Federation of Coops whose members would manage and operate (refer to project file).

Strawberry Cooler - 1975 Proposal

Objectives/Activities (from Milestones):

- | | |
|--|---|
| <ol style="list-style-type: none"> 1. Complete feasibility study. 2. Arrange for financing, complete cash flow analysis. 3. Secure site (acquire or lease land). 4. Develop relationships among coops. 5. Establish organizational structure. 6. Complete construction. 7. Purchase equipment. 8. Begin operation 9. Hire personnel | <ol style="list-style-type: none"> 1. Yes, revised feasibility study done July 14, 1976 (refer to project file). 2. Yes, attended Public Works Pre-application Conference with EDA and HCD on Jan. 23, 1976; see also letter from Wells Fargo Bank in feasibility study expressing possible financial support from the bank; cash flow analysis is included in feasibility study and project file. 3. Option on five acre Spence Road site signed Nov. 30, 1976 --- Memorandum from realtor dated June 25, 1977 indicates that CCCDC still holds option pending release of funds (refer to the project files). 4. (See Impact Study). 5. No, the one year period from June 1975 to June 1976 was spent meeting with the coops (refer to project files for minutes of those meetings) and making presentations on an organizational structure for the Cooler, a 17-page contract with the Federation of Cooperatives was drafted, translated and presented to the coops (a copy can be found in the project files) Nov. 29, 1975 but never signed. 6. No 7. No 8. No 9. No |
|--|---|

STRAWBERRY COOLER - 1976 PROPOSAL

(Management Assistance as an Imperative for Success).

Demonstration Objective: To demonstrate that management and technical assistance availability for a Federation of agricultural cooperatives formed for the operation of a strawberry cooling facility in the Salinas Valley can insure success of the venture even in a highly competitive environment.

Goal:

To demonstrate that adequate management and technical assistance can ensure viability of the project. Not done.

Objectives:

To hire an interim manager who would: Not done.

1. Oversee construction.
2. Procure produce.
3. Hire a permanent manager.
4. Hire staff.
5. Train staff.
6. Select a broker
7. "Get it all together before the tidal wave of berries comes in."

STRAWBERRY COOLER: Impact Study

Intention of the Project. The intention of the Strawberry Cooler Project was to develop long term relations among local coops by involving them in the operation and management of a Strawberry Cooling Facility and to effect rural economic development policy by setting a precedent with agencies for funding such projects. An overall objective of the Impact Study was to assess whether CCCDC's approach and technical assistance was effective in implementing the Cooler Project. However, the Impact Study's primary focus was to determine whether the coops have developed and are maintaining relationships resulting from their involvement in the project and to determine the project's effect on State and Federal agencies' funding policies. Since the cooler project has not developed as successfully as proposed, another objective of the study was to identify the factors that impeded its successful development.

Interviews with Coop Members. The Evaluation Team conducted 19 interviews with members of coops La Paz, Strawberry Valley and Pajaro Valley, in conjunction with the Agricultural Vocational Education Impact Study. A standard questionnaire was drafted and translated which sought to determine relationships among the coops and their response to the project. An additional interview was conducted with the president of one of the original coops involved in the project using the same questionnaire so as to validate the responses from the coops. Unfortunately we were not able to interview members of the other two original coops due to political tensions.

Interviews with Non-Agency People. Interviews were conducted with two former and two current CCCDC staff and one Board member along with two people from the business community. Another questionnaire was used to determine CCCDC's role in the project and problems impeding the successful development of the project. Ratings sheets were used to assess the effectiveness of CCCDC's technical assistance and to determine whether the coops were "ready" for the project. A "Force Field Analysis," similar to the one used in the Agri-Park Study, was also used to identify the impeding problems.

Interviews with Agency Officials. The same questionnaire format was used for agency officials as for non-agency people with the exception of a couple of questions aimed at determining the project's effect on funding policies.

Note: The Cooler impact study as it is presented here contains a number of statements of potential significance that are made by relatively few respondents. In order to obtain further validation of these statements, and also to come up with a ranking of possible factors affecting the project's outcome, we have decided to conduct follow-up interviews with all of the original respondents. Results of this follow-up study, plus any changes necessitated in the conclusions, will be forwarded to OED as soon as they are completed by Nov. 11, 1977.

Strawberry Cooler: Impact Study

Evaluative Questions:

- A) Was CCCDC's approach and technical assistance effective in implementing the cooler project?
- B) Have the co-ops developed and are they maintaining relationships resulting from their involvement in the cooler project?
- C) What were the factors that impeded the project's successful development?
- D) How have State and Federal agencies changed their policies for rural economic development as a result of the cooler project? Are they now more willing to fund similar projects?

Persons Interviewed:

29 (Ten with primary-level involvement and nineteen with peripheral contact)

Two Agency officials, one from the Economic Development Administration (EDA) and one from the State of California Department of Housing and Community Development (HCD)

Two CCCDC Staff

Two former CCCDC Staff

Three People for the business community (including two from a local co-op)

One CCCDC Board Member

Nineteen members of three new farmworker co-ops

A) CCCDC's Role in the Project

Both agency officials considered CCCDC's role in the project as appropriate, one stating that CCCDC is an "essential tool" for developing co-ops and that the cooler is a good idea in terms of strategy. He further stated that his agency would not have funded the project for a single co-op because "CDC's are better at putting these packages together, even better than local governments." Three respondents, including an agency official, pointed to the good job done by the staff in responding to agency regulations, developing feasibility studies, promoting the project, and securing funds, although one respondent thought the staff lacked technical experience and information.

Four of the respondents viewed CCCDC's internal administrative problems as one of the factors impeding the successful development of the project. Their responses cluster around problems of high staff turnover and assignment of tasks. In its two-year history the cooler project has had three different staff persons assigned to it, as support staff for the Executive Director, who was in charge of the project, excluding peripheral staff who have worked on it intermittently. Two people thought that time and experience were wasted as a result of continual staff changes. New staff persons assigned to the project had to be trained and oriented before they could take over, while staff persons leaving the project would take with them the knowledge and experience that had taken so long to develop. As a consequence, the project lacked continuity, with progress being a function of who was assigned to the project and of their level of expertise. Lapses in activity occurred with every staff change.

The other major administrative problem had to do with assignment of tasks, i.e., the scheduling and coordination of activities. As a former staff person put it, "upper management was unable to furnish staff with even two or three definite tasks; instead, there was a constant switching of tasks." The staff person could not devote full attention to the project to "stay on top of things and to plan ahead." Two former staff persons said that staff in general were spread too thin and had inadequate secretarial support, due in part to the problem of allocating staff time and to resource constraints.

A community person working on the project concurred with a former staff person in stating that there was sometimes insufficient delegation of authority to the staff. Decisions were made by upper management and handed down, but often "decisions were not made and things were put off." CCCDC staff were often inaccessible, and the person from the community stated that he had "difficulty in getting information from the staff"

All but one of the people interviewed pointed to the lack of input from the coops and the lack of continued progress as major impediments to the cooler's successful development. All three staff persons assigned to the project thought that CCCDC could have involved the coops more in the planning stages. It was suggested that an advisory committee, made up of coop representatives and CCCDC staff should have drafted the proposal together as a means to get the coops involved and to show their commitment to the project. Two of these interviewees stated quite strongly that CCCDC had "defined the coops needs" and imposed plans to meet these needs with little input from the coops themselves. One said this failed to bring expertise to the community and "came into conflict with the growing self-respect of farmworkers who are politically mature, independent and are not going to be told what to do by anyone."

As the project continued, there were few tangible results and inadequate flow of information to the coops. Six respondents agreed that coop members, people working with the coops and even CCCDC staff did not know what was going on with the Cooler at all times. A CCCDC staff person said that there were not enough meetings with the coops to keep them informed as to the project's progress and to establish relationships. A CCCDC Board member thought that if the coops could see the project in progress, in terms of tangible results, i.e., construction, then other things such as an organization of coops could take place. An agency official felt that CCCDC had put the "cart before the horse" and that "contracts should have been signed with the coops before the project was committed."

B) Coops' Response to the Project

The Evaluation team conducted additional interviews in Spanish with 19 members of the new coops (La Paz, Pajaro Valley and Strawberry Valley, in conjunction with the Ag Voc Ed Study.) Seventeen agreed that a Cooler was needed in the area. Most responses focused on the economic benefits that the Cooler would bring to their coops, as represented by the following response: "... the Cooler would conserve the fruit better and sell it at a better price." A few coop members saw that the cooler would enable the coops to be more independent, and to have more control over the marketing and handling of their product.

money from more primary needs, such as land and plants. It was also brought up by two respondents that the coops may have lacked the sophistication to deal with the complex technology involved in operating a Cooler.

C) Problems Impeding the Project's Successful Development

A majority of those interviewed commented that the problems at Agri-Park and the difficulty of securing a site were major obstacles to the construction of the cooler.

Six of the nine people interviewed thought that the situation with Rancho La Fe at Agri-Park had reduced government commitment and disrupted mutual cohesiveness among the co-ops. One agency official has said he will not "go with" the cooler unless the Agri-Park situation is "cleared up, explained, all debts paid, all clouds and threats to title and investment interest of CCCDC are removed." The other official still wants to build the cooler but the Agri-Park situation is making it very hard.: "image-wise, it hurts, and the agencies want to protect their funds." Both officials do not believe the situation at Agri-Park can be cleared up by the September deadline set by the State, and as a result the cooler probably will not be built.

Five respondents brought up the problem of securing a site as a factor impeding the project's development. There have been three different locations specified as sites for the cooler and two site changes which required redesign reports to meet agency and other governmental regulations. The first site was the optimum but agency and zoning restrictions prompted a move. As pointed out by the staff person working on the project at the time, this was to have disastrous consequences. EDA had to commit the funds for the cooler and as a result rushed CCCDC into securing another site. But at that time nothing was available except land that was selling for three to four times the going rate in the city of Salinas. As a result Agri-Park was offered as a site. This was disastrous in that: 1) the location precluded the involvement of Campesina and other small farmers in North Monterey County and Watsonville areas and; 2) it gave Rancho La Fe the opportunity to demand an exorbitant amount of money to lease the site (as reimbursement to the co-op for the strawberries that would be plowed under to construct the cooler). Negotiations with Rancho La Fe on the site reached an impasse, and progress was halted. Another site was found on Spence Road; CCCDC has an option on it but the parcel cannot be bought until the funds for the cooler are released.

Four interviewees attribute delays in the project to such things as "government paperwork" and "agency regulations" as slowing down the progress of the cooler. Specific mention was made by three respondents to an issue brought to EDA's attention by the local business community - mainly other cooler operators - who asserted that developing a cooler in the area with public monies was illegal. Opponents argued that a publicly financed cooler in the Salinas area was not only unnecessary but would create unfair competition to privately owned coolers. According to EDA regulations, CCCDC staff had to do a marketing study which involved consulting a wide spectrum of experts in cooling facilities and strawberry production and marketing to refute the alleged illegality of the project.

Outcomes

There are few tangible outcomes resulting from the cooler project, because the chief outcome, the construction of the facility, has not taken place. One of the primary objectives of the project was to develop economic and organizational relationships among the user co-ops. Five interviewees report that a positive outcome of the project has been that the co-ops (La Fe, Central and the new three co-ops) have had the opportunity to meet on several occasions. As one respondent put it, "for the first time the co-ops have started to talk to each other." The co-ops have been exposed to the benefits of a cooler and now Central and the newer co-ops are doing serious planning about owning and operating their own cooler.

With regard to relationships established with other coops, most of the members agreed that they had a great deal of contact with the other new coops. (The three new coops had been formed out of one large group of trainees a year ago; who have been trained as a single group and are sharing a newly-acquired piece of land). Their contact with other, more established coops has been limited to a few training sessions with members of Coop Unidos de la Costa, and to several recent meeting with Cooperativa Central, to discuss the purchase of plants and for social purposes.

At the present time the three new coops meet on a weekly basis, for additional training, to conduct business, and "to discuss future directions and to better the relationships between the coops". When asked whether or not these relationships would lead to the formation of a common marketing association, 15 members thought that it would be a good idea, but that no formal plans had been made or agreements drawn up. Most agreed that the idea of a common marketing association was the result of activities relating to the Cooler.

It was clear from the interviews that, while the idea of a cooler or other common marketing arrangement was attractive, it was premature for these groups because of their primary concerns with more immediately pressing issues such as securing land, obtaining financing, and purchasing plants. As several coop members put it, "before you need a cooler you need the strawberries to cool!"

In our other interviews we found that the Cooler drew initial support from Cooperative Central, whose president solicited Rancho La Fe's and Coop Campesina's participation. Four respondents said the coops liked the idea of a Cooler because they viewed it as a "free" project and they went along because they did not have to pay to establish it. Yet Campesina and Rancho La Fe were still reluctant to participate. Coop Central, according to its President, is anxious to build and use the Cooler (see "outcomes" below).

Five non-coop members interviewed asserted that the coops were cautious about participating in the project because they distrusted the motives of CCCDC and of the other coops. The decision to have CCCDC own the facility and lease it to a Federation of coops "created discomfort among the coops and brought on fears of a patron syndrome occurring." Rancho La Fe and Coop Campesina had recent disagreements with CCCDC, and were struggling to establish their own independence." Coop Campesina and Rancho La Fe "did not like CCCDC and didn't want the project to succeed because they thought CCCDC would benefit economically and would get credit, politically". One respondent mentioned that the "three new coops were afraid of being dominated by Coop Central" but this was not brought up in our interviews with members of the new coops. Coop Campesina was not involved because of the "location and their unwillingness to work with Unidos".

Four persons interviewed thought that the coops were not developmentally ready for the Cooler. The coops were in different stages of development; three new coops - La Paz, Pajaro Valley and Strawberry Valley - were just starting out and did not even have any land as yet, while the other three coops were still trying to solidify their positions as production coops. All were not ready to take the "quantum leap" (i.e, vertical integration from production to marketing) that the cooler would bring about. The new coops and the more established ones to an extent, could not afford to divert their time and

On the negative side, two respondents said that "a certain level of cooperation already existed" among the co-ops and that any relationships developed were "superficial at best." One of these people went on to say that there was "nothing beneficial from the project other than discussion about the cooler among the co-ops. The cooler "did not substantially change the relationships." In a follow up interview the President of Cooperativa Central substantiated this point by stating that the coops, excluding La Fe and Campesina, already have good relations: "They are already our friends." He stated further that it would be easy to work with these other coops in planning a federation of coops to operate the cooler. From all indications, Central is very anxious to have a cooler built in the area, to be used by Central, Cooperativa Unidos de la Costa and the three new coops. Central is even willing to rent, lease or sell some of its 692 acres as a possible site for the cooler. But Central's president brought up the point that communication between the coops and CCCDC is very important to the successful development of the cooler. He felt that there was a lack of information to, and communication between the coops and CCCDC with regards to the project. As he put, "why (should we) talk to the other coops (about the cooler) when they don't know what's happening" and CCCDC should have communicated with Central more regularly in writing and in Spanish to let them know if there were any problems or changes in the project. Their last communication with CCCDC was in a meeting last April; the president was not even aware of any problems regarding the release of funds. But in sum, Central is "100% in agreement" with the idea of building a cooler in the area and feels prepared for its construction.

D) Effects of and on Funding Agencies

Three respondents credited OED, EDA and HCD for lending support, financial and otherwise, to the project, thereby facilitating the project's development.

In response to the question "Has the cooler project set any precedents in the use of funds for community development?", both agency officials answered in the affirmative. One official said, "(It) was the first project of this sort (to be funded) . . ." although he went on to say "it was an odious precedent" because of all the difficulties that the project has had. The other official was much more expansive in saying, the project,

"has set a precedent as a Public Works Project. EDA had to reinterpret the definition of Public Works. (EDA) had to make sure that we were using public funds to fill a gap that was not being filled by private coolers. EDA's industrial people said we were competing and it was illegal and that was the position they held to the end, but Public Works of EDA overruled that and went on a limb to fund it. The director could have been sued but he stuck to it."

As to whether similar projects would be funded this latter official said, "yes, similar projects will be funded once a precedent is set with EDA, . . . First one in California . . . will open the doors to more." The other official felt just the opposite; "It (the cooler project) has decreased the likelihood of funding in agricultural projects . . . the results we're living with are not conducive to government support."

Neither official was very optimistic regarding the project's future development. Although both thought "the cooler is an excellent idea: they expressed their reservations concerning the rising costs, "taxes are backing up . . . the cost is probably going up. As a result, it probably is not fundable" and the problems in securing a site, "there's no place to pursue it (the project)." One official was

a bit equivocal in saying that he would go with the project regardless of the La Fe issue but that another agency controlled the money and was "freezing the money as a carrot to CCCDC to fix their problems - no one can move." He was disturbed by the lack of communication between his agency and the agency controlling the funds and that he was not involved in the decision to freeze the funds.

Both agency officials and one staff person said that under the circumstances they would not have done it differently. The agency officials said they would probably fund the project again because "CCCDC is a very creditable operation with lots of skills." The two differed in that one said, "I'd probably make the same mistakes" while the other viewed the project as a learning experience for himself and his agency. In the future, he and his agency will want to understand the project better and will not take things at face value. He learned that "there are certain questions to be asked that are not obvious . . . We would probably get more involved in the activities and interrelations between the coops." Next time, he might talk to the individual co-ops himself. A former staff member concurred with this view, "funding sources should make on site visits regularly to show their interest in the project and not just fund the project and expect results. Funding agencies should be interested in the 'process' and not just 'results.'"

E) Prospects for the Future

Four respondents felt that the cooler project is still viable, in that the technical design, feasibility studies and other preparation work has been completed. The potential for implementation is there with the three new coops expressing interest and two technical assistance grants available to CCCDC to train coop members to operate the cooler. CCCDC has an option on an optimally located site, that can be secured pending the release of the funds. Even if the Cooler cannot be built at this site, all the work that CCCDC has done (i.e, feasibility studies, technical design, cost analyses, etc.,) could be used by other groups trying to establish a cooler and applied at another site where land is available. As a former staff person recommended, CCCDC's work could document how to help coops take the quantum leap from production to marketing. A technical writer could go through the files and write up the procedure of how to implement a cooler project for coops, demonstrating what to do, what not to do, the technology, etc.

STRAWBERRY COOLER: Summary and Commentary

Summary Statements

A. CCCDC's Role

1. Role was essential: "putting the package together" - good at securing funds, promoting the project, feasibility studies.
2. Problem: high staff turnover, lapses in activity, discontinuity in expertise.
3. Problems with task assignments, coordination.
4. Problems with lack of delegation of responsibility and of decision-making authority.
5. Lack of input from, contact with, the cooperatives.

B. Coops Response

1. Initial support
2. No written agreement ever signed.
3. Coops distrust CCCDC and each other - CCCDC ownership is a problem.
4. Coops not developmentally ready for Cooler.

C. Impeding Factors.

1. Agri-Park situation.
2. Difficulty in securing a site.
3. Meeting requirements of agency regulations and paperwork.

Commentary

Unfortunately, all we can do at this point is speculate about the Cooler's probable success, as a developmental model, as an economic venture, as an impetus for establishing relationships among the coops, or as a mechanism for horizontal and vertical economic integration.

The overriding question is why, after well over two years of intensive activity on the part of many CCCDC staff and others, has the Cooler still not been built. Obviously a central reason (the central reason in the view of many CCCDC staff) is the withholding of agency funds, from HCD and EDA, pending resolution of the Agri-Park situation. Other factors mentioned by people interviewed were:

- the difficulties in locating a site; feasibility studies done on three different sites, Rancho La Fe's high "price" demanded for the use of the Agri-Park and the subsequent diversion of efforts.
- balancing the sometimes conflicting requirements of funding agencies
- delays due to architectural and engineering problems (one report coming late, while another had inaccurate cost estimates that had to be redone).
- responsibility for the project shifting at least three times from one staff person to another, with inadequate transfer of knowledge and responsibility (this was due to staff turnover)
- poor timing - the coops were not ready for, or heavily committed to, the Cooler Project.

The Evaluation Team feels, too that a basic weakness of the project is the relative lack of consultation with, or input from, the coop members that would ostensibly be served by the cooler.

In order to validate these conclusions and to rank the various influential factors, we are conducting a follow-up study, which will be completed by Nov. 10, 1977.

II-G. EVALUATION AND DOCUMENTATION

EVALUATION AND DOCUMENTATION: Assessment of Goal and Objectives

1976 Proposal

Goals: Generally Accomplished

Objectives: Generally Accomplished

The goals and objectives for the Evaluation and Documentation Project were generally accomplished, but in a form that is considerably scaled-down from that which is described or implied in the proposal. "Consciousness-raising... in the local community" for instance, was not measured, nor were generalized areas of impact of (any) rural community development organization analyzed. Instead, the focus was narrowed to studying direct impacts of six OED-funded projects. This paring down was necessitated by the facts that: a) the original objectives were too far-reaching to be practicable, and that b) the evaluation effort did not get underway in earnest until the second half of the program year.

(Section VI: Rural Community Development Impact Documentation and Evaluation).

Demonstration Objective: To demonstrate the dimensions, extent, and weight and to articulate the strengths, weaknesses and potential of its approach to rural development by measuring the consciousness-raising it has accomplished in the local community.

Goal:

"To document the dimensions of impact of CCCDC and to articulate the strengths, weaknesses and potential of its approach to rural development."

Strengths and weaknesses of CCCDC were articulated in relation to the evaluation of impacts of six OED-funded projects. (See Evaluation Report).

Objectives:

1. "To identify, analyse and classify areas of impact by a community development organization in a rural setting, with particular emphasis on CCCDC and its socio-economic environment."

1. This objective has been partially met. It was decided that to identify all the potential areas of impact of a rurally-oriented CDC would be beyond the scope of this project. Instead, a number of possible areas of impact were identified for each of six CCCDC projects supported, either partially or wholly, by OED funds.

Product: A list of impact areas and an analysis of their measurability.

Product: Instead of a list of broad impact areas staff produced a set of possible impact studies for the six OED-funded programs. Their measurability was analysed to the extent that rough instruments were designed, and estimates made of person-days required to complete each one. (See Memo to the Board from the Evaluation Team, 6/21/77).

Evaluation and Documentation Project - 1976 Proposal

Objectives: (continued).

2. "To compare programmatic and broad corporate objectives with perceived and measured outcomes."

Product: "A descriptive analysis of congruence between CCCDC programmatic and broad corporate objectives to its outcomes in accordance to the impact areas defined earlier. To the extent possible, quantitative correlations will be made."

2. A comparison of "broad corporate objectives" (conceptual guidelines) with "perceived and measured outcomes" (program objectives) has been accomplished through the following steps:

- a. articulation of CCCDC's conceptual guidelines in the Evaluation Report, based on conversations with Board members and staff, and on researching documents in the files.
- b. identification and clarification of original funding goals and objectives, as stated in proposals to OED for 1974, 1975, and 1976. (See Summary of Goals and Objectives and Activities from 1974, 1975, and 1976 proposals to OED", July, 1977).
- c. identification of "task-based objectives (actual outcomes, based on staff activities as defined through interviews and assessment workshops with key staff.)"

Product: A "descriptive analysis" is included as part of the Evaluation Report

Broad Corporate objectives are related to the concept of "community self-actualization" and are defined in the proposal as:

1. The establishment of an enabling environment.
2. The generation of developmental velocity.
3. The establishment of concurrent development.

Objectives (continued):

Programmatic Objectives mentioned are:

1. Job placements, training, income upgrading, etc. (Project Aware)
2. Business development, training for self-employment, increased family incomes, participation in and control of economic institutions (co-op development).
3. Skill upgrading, job placements, (occ. training, vocational education).
4. Provision of housing and management training (San Jerardo).
5. Food and nutrition education (PAN).
6. Professional/paraprofessional training and career development (education).
7. Technical assistance and material development (R & D)

"Program Objectives" in the Evaluation Report both proposal based, are related only to OED-funded projects, and not the wider array mentioned in the 1976 proposal.

Activities:

1. Identification and delineation of Corporate goals, objectives, and perceived outcomes.
2. Breakdown of objectives into constituent elements that are easily translatable into outcomes.
3. Comparison of these to programmatic objectives and projected outcomes.

1. See objective #2, above.
2. See objective #2, above.
3. See objective #2, above.

III CONCLUSIONS

Evaluation and Documentation Project - 1976 Proposal

Activities (continued).

4. Establishment of a master objectives/outcomes list.
5. Collection of data on actual outcomes.
6. Analysis and comparison of perceived and actual outcomes.
7. Establishment of parameters defining degree of impact.
8. Identification of impact areas.
9. Determination of CCCDC impact on the basis of the above.
10. Analysis of the research process including unanticipated outcomes.
11. Recommendations.
12. (Implied) Writing of final report.

"Both internal and external evaluation processes will be established. Internally, one individual will be assigned to perform this task in conjunction with CCCDC staff. An external evaluator will also be contracted in coordination with OED."

4. See objective #2, above.
5. Done -- See impact studies in Evaluation Report.
6. See comparison of task-based and proposal-based objectives.
7. See impact studies in Evaluation Report.
8. See impact studies in Evaluation Report.
9. See impact studies in Evaluation Report.
10. See critique section of Evaluation Report.
11. See "Conclusions and Recommendations" in Evaluation Report.

Internal and external evaluation processes were established. A four-person Evaluation Team was set up in March, 1977 to complete the internal evaluation. An external consultant, David Roberts, was contracted to work with the Evaluation Team to give technical assistance and to add an External Evaluator's statement to the final Evaluation Report.

Documentation and Evaluation Project - 1976 Proposal

Caveats mentioned in the proposal:

Assessment of a developmental process is difficult. It would be simplistic and self-deceiving to attempt to measure impact in terms of stated project goals ... Assessment of impact is difficult... because of the unpredictability of the environment which forces changing priorities on the developmental effort, often leading to new objectives. Unintended consequences are commonplace."

III CONCLUSIONS

III-A. OVERALL CONCLUSIONS

CONCLUSIONS

1 Were the goals and objectives that were the basis for funding of the projects accomplished?

A. Difficulties in identifying the goals and objectives

CCCDC's 1976 proposal to OED contains the statement that assessment of a developmental process is difficult, because of the unpredictability of environmental forces that result in constantly changing priorities and objectives. The proposal even goes so far as to state that "it would be simplistic and self-deceiving to attempt to measure impact in terms of stated project goals...since unintended consequences are commonplace." It is true that the more developmental and open-ended a program is, the greater is the difficulty in writing clear, specific, and measurable objectives in advance. Nevertheless, some specific guideposts are necessary, for maintaining direction and momentum in carrying out the project, for basic accountability, and for simply knowing when you've arrived where you want to be.

Earlier in this report we alluded to the difficulties in identifying and even understanding the stated goals and objectives in the funding proposals to OED. Specifically, the problems that made the Evaluators' task more difficult were:

- goals and objectives often were not labeled as such in the proposals, nor was there a consistent format for their presentation.
- goals and objectives were often stated in broad, ambitious, and unmeasurable terms (often, for example, in terms of the far-reaching effects of "replicable" models, rather than in terms of the direct, tangible effects on program participants). Perhaps this is to some extent an unavoidable problem, given CCCDC's central concern with creating replicable models and approaches.
- objectives and activities did not always relate to the goals of which they were ostensibly sub-sets.
- objectives were often not specific enough to verify, nor were criteria for effectiveness embedded in them.
- time-frames for the completion of project activities were often not realistic, resulting in the carry-over of unmet objectives from one program year to the next (as in the cases of the Resource System and San Jerardo).
- documentation for most of the projects (San Jerardo being the notable exception) was sparse, and in some cases non-existent.

Our conclusion or recommendation in this respect would be in the form of a plea for greater clarity, specificity, and realism (with respect to time frames and to premature reference to replication of uncompleted projects) on the writing of future proposals. In all fairness, though, the responsibility for the lack of clarity and specificity should be shared equally by the recipient of the funds and the funding agency, in this case OED.

B. Assessing the Goals and Objectives

In order to make some kind of assessment, the Evaluation Team

- reorganized the proposal goals and objectives into the consistent format that is used in the Project Evaluations section of this report;
- used stated criteria when available, but in most cases used what we thought were implied criteria or set up our own criteria for reasonable levels of performance.

Based on this fairly literalist exercise, we found that slightly less than half of the statements that we identified as Goals were accomplished, and roughly half of those identified as Objectives were met. A curious array of results emerged:

- One project, San Jerardo 1975, met both goals and objectives
- Two projects, the Resource System of 1975 and Cooler of 1976, met neither the goals nor the objectives
- Two projects, the Resource System of 1976 and Agri-Park 1975, met the goals but not the objectives
- Five projects, Agri-Park, 1976, Ag Voc Ed, both years, San Jerardo 1976 and the Cooler 1975, met the objectives but not the goals

The fact that there is no necessary correlation between the accomplishment of project goals and the accomplishment of objectives (in fact in most cases there is a negative correlation) points up the limitations of this literalist approach:

- problems in meeting goals and objectives seem to lie not so much in the implementation of the projects themselves, but rather in the unrealistic or unclear writing of the goals and objectives.
- a simple checklist exercise of this type does not take into account sheer amounts of staff activity or concrete outcomes and impacts that were either unanticipated or unstated in the proposals.
- the results of projects like these are often long-term and not immediately discernible or measurable.
- CCDC, as we noted in the introduction to this report, is a hybrid organization, combining elements of research and the implementation of programs. The Corporation is funded out of Research and Demonstration funds, and yet is "judged" in terms more applicable to straight operational CDC's.

If we were to make very broad assessments of the projects evaluated in terms of their meeting generally-understood goals rather than those stated on paper, the result would be:

1. Northwest Project - The Northwest Project met its overall goals of transferring CCDC's models and approaches to a similar setting in a different geographical area; it also increased the client groups' capacities to function in the field of economic development.
2. The Resource System has succeeded in accomplishing its multiple goals of building networks of rural development groups and in setting in motion mechanisms for the influencing of government policy with respect to rural economic development.

3. Agri-Park - did meet its goal of creating a model, that of providing land, integrated facilities, training, technical assistance and loans to a cooperative. The effectiveness of that model has not yet been fully demonstrated, because of the problems with Rancho La Fe.
4. Agricultural Vocational Education - as a coop development effort, this project has met its short-term goals of creating several new coops and providing training and technical assistance to those groups. It is too soon to assess the long term economic viability of the new coops.
5. San Jerardo - has accomplished its goals of offering training and technical assistance to the coop group, and of creating "enabling environments" on the local, State, and national levels (in the form of obtaining financing and of clearing away legal obstacles). A model has been created, but its long-term effectiveness has not yet been demonstrated. The short term goal of building 60 housing units has not yet been accomplished, but completion is likely within the near future.
6. Strawberry Cooler - the Cooler has not been built, so its goals of creating a model for economic integration and of forging new relationships among the coops have not been accomplished. The project did result, however, in the potential setting of a funding precedent in at least one government agency.
7. Evaluation and Documentation - the general goal of evaluating the impacts of CCCDC's programs was met. The more ambitious goals of assessing wider community economic impacts and "consciousness-raising" were not met.

2. CCCDC's Comprehensive Approach

Several of the Impact studies demonstrate the effectiveness of CCCDC's comprehensive, multidimensional approach. San Jerardo, for example, offers a clear illustration of this approach, with project success dependent upon coordinated and roughly simultaneous activity on a variety of fronts, including training, technical assistance, legal work, the seeking of funds, and establishing relationships with government agencies at all levels. In the Northwest Project, CCCDC was characterized as being uniquely qualified to give the groups effective technical assistance because of its combination of program staff and research staff, because of its ability to set up linkages and networks, and because of its experience with concrete models that meet the needs of farmworkers.

This comprehensive approach was also mentioned in the Resource System interviews, as enhancing CCCDC's effectiveness; people interviewed for the Small Farm Viability Project study pointed out that CCCDC's concrete experience with models lent greater credibility to its advocacy efforts and generated new ideas among policy-makers. Finally, the Strawberry Cooler illustrates another kind of comprehensive approach, i.e., the creative combining of funds from a variety of sources. (The Cooler situation also points to the difficulties in balancing the sometimes conflicting yet often inter-dependent requirements and stipulations of various types of funding.

However, there are pitfalls, staff and resources are often forced to be "spread too thin" in a number of different directions simultaneously. Staff must be generalists and yet have, or have access to, some very specialized kinds of expertise and skills.

CCCDC has chosen to become heavily involved on local, State and national levels, as a result of its commitment to establishing "enabling environments". The impact studies show that CCCDC has been particularly effective in its external or non-local activities. However, if the same staff have responsibilities on all levels (and some such overlap seems inevitable), then problems can and do arise, such as information not being shared as widely as is necessary, and staff not being accessible to make decisions or to give advice when needed (as was mentioned in the Cooler Impact Study). The conflict between external and local or internal activities is one faced by almost every organization, and it becomes most acute at upper staffing levels. The problem is particularly endemic to a multi-faceted operation like CCCDC. To facilitate this kind of multilevel involvement, CCCDC should develop (and is developing, as part of its Organizational Assessment) effective structures to insure adequate information flow, staff accessibility, and the effective delegation of decision-making authority and responsibility. These structures should include an effective system for planning and priority-setting, ongoing monitoring and evaluation systems, and simply taking the time to reflect on what the Corporation does well.

3. CCCDC's Conceptual Focus

CCCDC's conceptual focus is perhaps the Corporation's primary distinguishing characteristic and one of its major strengths, in terms of generating innovative ideas and of giving cohesion and direction to its wide variety of programs. However, there are also pitfalls in this approach. There is the danger that problems in implementation can negate or dilute the demonstration that the models conceptualized can, in fact, work. Both the Agri-Park and the Cooler are examples of models that have not been fully "tested" because of problems in their implementation.

Concepts in development can be complex abstractions, subject to misinterpretation and misunderstanding. Steps should be taken (and are being taken as a part of the Organizational Assessment) to ensure that staff understand and can articulate the conceptual goals and their relationship to concrete projects and activities. Similarly, community groups, with whom CCCDC works, need concrete steps along the way in order to sustain momentum and to understand the implications of a particular model. The absence of tangible results was pointed to in the Cooler Impact Study as a reason for the coops' lack of enthusiasm. The building of two model units at San Jerardo is an example of such a tangible motivating factor.

Finally, there is the danger of adhering to concepts too strictly, at the expense of being open to expressed community needs. As one person interviewed observed, CCCDC's conceptual approach "makes it difficult to demonstrate solidarity with those you're trying to serve".

4. Community Input

Projects seem to work better when they meet expressed community needs, and when they include maximum input and participation by the people being served. Projects (San Jerardo and the original Cooperativa Campesina, for example) seem to have a greater chance of success if they grow out of a creative response to an expressed and urgently felt need by a specific group of people. Projects can eventually succeed without this kind of input, but the going will probably be much more difficult. In the San Jerardo project, members of that group provided continuity, support and sustained momentum during difficult periods in the life of the project.

In contrast, the idea for the Cooler Project originated within CCCDC, and while coop members generally supported the idea, they did not see it as a high enough priority to become heavily involved or to take the initiative in its development. One of the coops is now anxious to take on the Cooler Project, either with CCCDC or on its own, but they complain of not having been informed of progress or problems related to the Cooler ("we haven't heard a word from CCCDC in six months"). Other coops, the newer ones, were not developmentally ready for the project; as several members put it, "we need the strawberries before we need a place to cool them".

5. The Landlord Issue

The Agri-Park experience, plus attitudes expressed by some cooperative members regarding the Cooler Project show that the ownership of land or of facilities by the Corporation is a mixed "bag" that should be examined carefully. The advantages of ownership are primarily the elimination of the kind of land acquisition problems that plague coop development projects and the increased flexibility that a coop group might have in leasing from CCCDC rather than from other landowners or financial institutions. On the negative side, the landlord role (and actions taken in the interests of that role) can interfere with the performance of other functions such as training and other kinds of support; it can give the Corporation too much "leverage" over a group, creating a dependency relationship; and it can open up the Corporation to ideological attack, for example, the technical assistance group as the "new patron", and reinforce any existing suspicion of CCCDC on the part of community groups.

6. Staff Recommendations Regarding Coop Development

The following recommendations were given by staff interviewed in both the Agri-Park and Agricultural Vocational Education Impact studies. (For a more completed list, see the Ag Voc Ed Impact Study).

- a) Recruitment and screening for coop development projects should be more systematic and rigorous, with criteria outlined for the organization and selection of prospective coop members.
- b) There is a need for a more carefully planned and sequenced curriculum in coop development.
- c) Staff complained that Corporation resources and energies are too often diverted from the essential task of coop development.

7. Funding

The funding of CCCDC program was seen by many people interviewed as a continuing problem:

- it is difficult to use short-term funding for long-term development projects
- it is difficult to coordinate and balance the sometimes conflicting requirements of various funding sources
- the timing of funding cycles can result in lapses of activity that are detrimental to project momentum and continuity
- funding sources "too often look at immediate results rather than at important processes" or at long-term impacts.

8. Administrative/Management Concerns

There are a number of environmental and historical conditions which make some difficulties in the implementation of CCCDC's projects almost inevitable: the vagaries of funding, the organization's rapid seven year growth from a two person operation to a staff of over 50, the scarcity of personnel trained in the diverse skill areas required in rural community economic development, and the difficulties in implementing innovative projects for which there are sometimes no precedents. The administrative problems which emerged most frequently from the impact study data were the following:

- Problems resulting from staff turnover. The Cooler Project, for example, was under the direction of at least three different staff people, each of whom had to "start from scratch" in terms of gaining the necessary background and expertise. Similar complaints about the lack of effective transfer of knowledge were voiced in the coop development projects. The Northwest Project and San Jerardo, on the other hand, are examples of projects in which staffing was relatively continuous, with obvious beneficial results (such as establishing close working relationships with client groups and with cooperating agencies).
- Staff complained in several of the impact studies of being over-extended or "spread too thin." The problem arises from the inevitable scarcity of resources to hire sufficient staff and from (as was heard in the Ag Voc Ed study) staff being given assignments unrelated to their particular fields of expertise.
- Staff in several projects complained of unclear definition of roles and responsibilities, of uncertain, shifting task assignments, and of inadequate coordination.
- Insufficient or unclear delegation of responsibility and decision-making authority was mentioned in two of the project studies.

As we mentioned earlier in this Report (in the Agri-Park study), structures should be developed to ensure the clear delegation of responsibilities and assignments of tasks; the smooth coordination of activities, both within a project and with other Corporation projects and concerns; effective orientation and transfer of knowledge within the Corporation (concurrent developments) continuing training and support of staff; and the minimizing of disruptions resulting from funding cycles.*

*All of these issues have been recognized and are being addressed as part of the Organizational Assessment process.

9. Continuing Monitoring, Evaluation and Documentation

The need for a continuing Corporation evaluation system was mentioned in several of the project impact studies. Evaluation is much more effective if it is carried out from the beginning of a project, rather than as a retrospective exercise, in which the evaluators are forced to reconstruct histories and to speculate in cases where data could have been gathered from the beginning. Such a system would also ensure adequate documentation of project activities, which was a continuing problem in this evaluation effort. Continuing formative evaluation would also increase the effectiveness of management and planning systems to counteract the possible negative effects of the conditions outlined in Conclusion 8 above.

III-B. CRITIQUE OF THE EVALUATION

CRITIQUE OF THE EVALUATION

1. Constraints

Perhaps the two major constraints under which the Evaluation Team operated were time and staffing. The project did not get fully under way until late March 1977, almost nine months after the beginning of the program year. At that time the plan for the evaluation was approved by OED and the Evaluation Team was formally constituted. In the beginning, each of the three team members worked only part-time on evaluation-related duties. As the magnitude of the task became more and more apparent, the total staff time was increased first to a 20% time coordinator and two full time assistants, then to a half-time coordinator, and finally to the present complement of three full-time positions. Clerical support was also a continuing problem.

The Evaluation Project has been an amateur effort, a stochastic exercise (learning as we did it). None of us had had any previous involvement with program evaluation - our professional backgrounds were in anthropology, English literature, and nontraditional education. Two of us were totally new to the Corporation, so the first month of the project was spent in orienting ourselves both to evaluation procedures and to the programs of the Corporation. It took us a good two weeks, in fact, to identify exactly which of the Corporation's programs were funded by OED and would be part of the Evaluation. One of the reasons for our choosing the task-based approach to identifying objectives was simply to give us a chance to become acquainted with staff and with the projects.

2. Difficulties in Identifying Goals and Objectives

In the Introduction to this report we described the difficulty we had in making "sense" of the goals and objectives as stated in the three proposals to OED. (The problem was confounded in the beginning by our lack of an experiential reality base to which to refer). We made a number of less-than-successful attempts to reorganize and even re-write the funding goals and objectives to get them into manageable form, but it was not until mid-July that we finally settled on a set of objectives that could then be addressed. In retrospect, we wish that we had overcome sooner our reluctance to grapple with the proposals, in order that we might have had better coordination of data gathering for the impact studies and for the assessment of objectives.

The use of the task-based method of identifying reality-based program objectives was in some ways a diversion of energies (since it reinforced our reluctance to evaluate strictly in terms of the funding goals and objectives) but it was, as we have stated, a useful way of becoming acquainted with, and documenting, actual project outcomes. A side benefit of the task-based objective exercise was some productive dialogue during the staff workshops regarding the relationships of CCCDC's conceptual guidelines to actual project activities.

3. Other Internal Logistical Problems

We have already mentioned the inadequacy of documentation for many of the projects, resulting from staff changeovers, files not being maintained in a consistent manner, and activities simply not being recorded on paper. In some cases we were forced to extrapolate from sketchy memos and correspondence and to fill in the gaps with personal interviews. Ironically, interviews with CCCDC staff were often more difficult to schedule than those with outsiders. Also, we wish we had had greater input and participation from CCCDC staff and board members, particularly in the data analysis stage.

4. Methodological Considerations

Since we were learning as we went along, we found in the interviewing that we did not always ask the "right" questions that would elicit the desired useful data. It was sometimes difficult to obtain "objective" responses - many of the people we interviewed had invested a great deal of time and energy in the projects, and they were often anxious to offer general, more subjective assessments and value judgements. Throughout the Evaluation we had a general feeling that we had not interviewed the "clients" or recipients of CCCDC's services in sufficient numbers, because of the constraints under which we operated. In addition, we felt that our data was sometimes not used as efficiently as it might have been; we could, for example, have formulated initial hypotheses (for later validation) from our round of interviews in connection with the task-based objectives.

The choice of impact studies was based partly on those task-based objectives and on our desire to offer a representative sample of the range of CCCDC's roles and activities. It would have facilitated cross-program comparisons to have done studies of similar kinds of impacts for each project, in order to explore such issues as community input, effects of government policy, internal administrative problems, and other Corporation-wide patterns and concerns.

Short methodological critiques of each project impact study follow at the end of this section.

5. The "Climate" inside CCCDC during the Evaluation Project

Final note should be made of the events occurring in and around the organization that may have influenced the results of the Evaluation. First, there existed some initial confusion and differing perceptions of the goals and emphases of the Evaluation (for example, over its relationship to the Organizational Assessment). There was the continuing necessity to balance the potentially conflicting needs and exigencies of OED and of CCCDC with respect to the Evaluation.

Secondly, the situation with Rancho La Fe (the pending litigation and the ramifications for other CCCDC projects) may have colored the responses of people both inside and outside CCCDC.

Finally, the Evaluation took place during a time of uncertainty about future funding and staffing within the Corporation. Some current staff were understandably concerned about the possible effects that the Evaluation results might have on future funding prospects. In addition, many of the staff interviews were conducted during a time of relatively low morale caused by recent staff terminations, so some responses may have been influenced by those events.

Critique of Evaluative Methods - Northwest Project

The principal difficulty in evaluating this project was the great geographical distance between CCCDC and the groups in the Northwest. As a result, we were not able to make on-site visits to the groups, nor were we able to interview as many people as we would like to have done. The sample was small, and the format for interviewing was not consistent, with informal interviews taking place at the NCCED conference in Bellingham, and with the more structured, questionnaire-based interviews conducted over the telephone (after a month of unsuccessful attempts to have the questionnaire returned by mail).

A final problem had to do with the relative lack of documentation of project activities, resulting from staff changeovers and from the largely informal and personal nature of the technical assistance given. It was particularly difficult to correlate what little documentation existed with actual project activities and with more formal proposal descriptions.

Critique of Evaluative Methods: Resource System

The parameters of the Resource System were, at first, difficult to define. The Evaluation Team found that the Resource System is not really a "system", but rather an umbrella term for a wide range of staff activities relating to outside groups and agencies, building networks and coalitions, and attempts to advocate for, or influence policy. It is a multi-faceted project or series of projects that are closely related and in many ways overlap. The Evaluation Team simplified their study by studying a single project, the Small Farm Viability Project. If more time had been available, the Evaluators would have liked to assess the impacts of the Federation and its relationship to the Small Farm Viability Project and of CCCDC's national activities. The drawbacks to choosing the Small Farm Viability Project are that it may be a too small sample of the overall system.

Critique of Evaluative Methods: Ag Voc Ed

The following deficiencies were noted in the Evaluation of the Ag Voc Ed Project.

The impacts of the coop training described in the 1975 OED proposal were not accessed. The boundaries of this training were difficult to determine as they appeared to relate to other projects, specifically the Cooler, the Resource System, and the Agri-Park.

- for the 1976 OED proposal, it is still too early to evaluate the long range impacts of the coop training on the members and on the community, since the coops have just recently acquired their land and planted their strawberry crops.

- much more should have been done in terms of measuring competency levels and skill acquisition before, during and after the training. The assessments which were done at the end of project's operation were very rough, and frankly did not yield much useful information. They grew largely out of our desire to interview "clients" or program participants rather than just CCCDC staff and other agency officials.

Critique of Evaluative Methods: Agri-Park

Because the Agri-Park project encompasses highly complex and emotional issues, a proper study of its history and implications could require much more time and money. It was difficult to reconstruct the history of a 5-year project from the responses people who had been involved at different stages of the project's development. Many of the respondents, some having worked 14 hours a day for extended periods, felt a large personal stake in the project, which resulted in part in conflicting perceptions of events there. Some respondents were reluctant to address specific issues preferring to make general, often subjective, statements of opinion about the entire project.

Though efforts were made to telephone them, the evaluation team was unable to contact the present members of Rancho La Fe. Pending litigation against these members and their open hostility to CCCDC were major obstacles to setting up interviews with them. This litigation and the personal stake that three ex-members had had in it, may have also colored their responses.

The Evaluation Team had a difficult time setting boundaries for the Impact Study from the start. At first we had planned to interview CCCDC staff, former staff and some agency officials. As the Evaluation went along we expanded our interviews to include people from the business community and members of the new coops that CCCDC is working with. Although we got an adequate sample of 18 interviewees, their involvement in the project was so limited that we were not able to address the evaluative questions with their responses.

Critique of Evaluative Methods: San Jerardo

The major shortcoming in the San Jerardo Impact Study was that the Evaluation Team did not interview people from the client group, i.e., the coop members. Instead, we focused on policy impacts partly because it was a major emphasis in the proposals and partly because the units have not been built yet. In retrospect, we feel it would have been valuable to assess CCCDC's coop training. Such an assessment might have determined the effectiveness of CCCDC's technical assistance to the coop and of CCCDC's role as arbitrator and ameliorator of membership problems. Other issues that such a study could address would be: the effectiveness of the coop model as opposed to the non-profit corporation model for low income housing, and the problems involved in the self-help method of construction.

As in the Northwest Project, distance was a problem in the San Jerardo Impact Study. The agency officials we interviewed were not geographically accessible for personal interviews and as a result most of the interviews were done over the telephone. Another shortcoming of the study was the lack of emphasis on local policy impacts, such as the projects' effect on zoning laws, on the county planning commission, and on the Salinas School District and Board.

Critique of Evaluative Methods: Cooler Project

The Cooler Impact Study's major deficiency was its lack of interviews with members of the original coops involved in the project, Rancho La Fe, Cooperativa Campesina and Cooperativa Central. Members of Rancho La Fe were inaccessible due to problems involved with Agri-Park. We did not contact Coop Campesina because they were never involved in the project. We did manage to interview the President and Business Manager of Coop Central but due to time and resource constraints, we were not able to interview any of the other members. We felt that we would have had to interview at least 20 members of these established coops to get an adequate sample or to do a sophisticated network analysis.

IV APPENDIX

IV-A: TASK-BASED OBJECTIVES

Key to the "Task-Based Objectives"

1. Statements with numbers preceding it refer to objectives derived from proposals.
2. Statements with letters and an underlined "T" preceding it refer to "Task-Based Objectives" derived from workshops with project staff.
3. Statements with letters and an underlined "M" preceding it refer to "Milestones" derived from proposals.
4. Statements below the dotted lines refer to objectives not mentioned specifically in proposals but objectives performed by staff and brought up in the "Task-Based Objectives" workshop.

NORTHWEST PROJECT - Final Objectives (Integration of T.A. & Proposal)

1. To assist groups in Eastern Washington, Eastern Oregon and Western Idaho to channel some of their resources previously devoted to service-oriented programs into Economic Development efforts.

2. To draft a strategy for the establishment of locally adapted decentralized models of agriculture-based rural community development instruments.

T a. To assist Northwest Community Development groups in the development of a planning grant proposal so as to do economic development.

T b. To educate and expose NRO staff to strategies, structures and principles of CDC's in order to assist them in planning and implementing a CDC or other appropriate structure.

T c. To assist groups in developing a political strategy and in overcoming both internal and external political obstacles.

M d. Identify alternate means of economic development for Northwest area.

M e. Develop system alternatives.

M f. Produce development design for the area.

M g. Recommend completed program for implementation.

3. To disseminate information to the Northwest on techniques and mechanisms which lend themselves to low-energy labor-intensive agriculture.

4. To evaluate existing programs and to adapt their usable portions into the program design.

T a. To assist Northwest Community Development groups in assessing local needs and resources for community rural economic development to aid them in developing action strategies.

M b. Establish objectives and criteria.

M c. Recommend system design, objectives and criteria.

5. To link ongoing programs and institutions to arrive at an integrated family farm for cooperative and community development strategies.

T a. To guide and stimulate the group's development by encouraging independent action and by providing information and contacts.

T b. To assist groups in obtaining funds by serving as a liaison, advocate, and in a linkage-making and intercessory role.

T c. To assist the groups in developing a network of relationships among themselves and national Community Economic Development groups.

6. To identify present migrant farmworker service groups active in the area and assess capabilities of each to move into economic development activities which are tied to abilities and needs of the farmworkers. The following will be undertaken with respect to groups: 1) analyzing structures and organizational status 2) describing their function and expressed objective 3) describing current and long-range potential of groups and their projects 4) assessing management, internal development, probability and fiscal responsibilities.

- T a. To assist Northwest Community Development groups in assessing local needs and resources for community rural economic development to aid them in developing action strategies.
 - M b. Assess Migrant needs and resources.
 - M c. Identify discrepancies between needs and resources.
 - M d. Summarize and assess Northwest area's past experience in rural development.
7. To embark on a program of educating state and federal agencies in essential needs, resources and structures and to seek to obtain commitment of key agencies to participate.
-
8. To strengthen, solidify and formalize relationship between groups and CCDC.

RESOURCE SYSTEM - Final Objectives (Integration of T.A. & Proposal)

1. Assess, identify and classify available resources (public agencies, private organizations, individual suppliers, growers, printed material etc) that address the needs of rural low income organizations and agricultural cooperatives.

M a. Questionnaire on specific progress with local resources circulated.

2. To disseminate information and to produce a resource manual.

T a. To provide technical assistance and to disseminate information about rural economic development strategies to CDC's and other community development groups.

T b. To develop educational and training materials for rural community development.

3. To establish and formalize communication and coordination among rural community development organizations in California by creating a federation. The purpose of the federation is to articulate common needs, exchange information on experiences, assist each other in their projects and devise methods for influencing policy favorable to their constituencies. Also to produce a list of recommendations for policy directions. Activities will include: a) three major conferences of the organizations should be held, b) a secretariat should be maintained c) a semi-monthly newsletter should be written, edited and mailed d) record of the year's activity with it's successes and failures should be published.

M a. Continue to work with loose coalition of 15-20 community development groups engaged in rural economic development. Needs of these groups will be assessed, priorities set and goals established.

M b. Position paper prepared by coalition and presented to State on needs, goals and resources.

M c. Issue progress report to coalition membership regarding State Planning Process.

M d. Third meeting of participant groups to plan impact of State Planning Process.

M e. Second Progress Report issued summarizing State Planning Process for coalition participants.

M f. Meeting with coalition, state officials, university and extension officials attending.

M g. Draft document in evaluating successes/failures in participating in State Planning Process.

T h. To establish and fund a statewide federation as a model network of CDC's and other organizations engaged in community economic development.

T i. To build trust relationships among CDC's through meetings and conferences with CCCDC in a leadership role.

4. - To effect the land grant University and Agricultural Extension System and stimulate complementary programs and efforts.

T a. Target colleges and the Cooperative Agricultural Extension Service to do research and provide information that addresses the needs of rural communities, particularly small farming operations owned by ethnic minority groups.

M b. Receive feedback from State and University Systems.

5. To initiate, facilitate and participate with state policy makers in creating a state-supported credit and training system to support rural development.

M a. Translate local and community needs and goals into state policy which will link agricultural training and finance mechanisms to redevelopment of California's blighted areas.

6. To develop, fund and implement a state-funded model program for development in rural areas - CBOS.

7. To assist the State Housing and Community Development Department to conceptualize, obtain resources for and implement a prototype integrated solar energy greenhouse to be used for American Indian Economic development so as to serve as a model for development in other isolated rural areas.

8. To strengthen, participate in, and influence direction of national community economic development efforts by NCCED: membership evaluation, representative from Far West, rural loan fund advocacy, caucus committee.

9. To assist other groups in developing programs in the fields of energy and appropriate technology.

COOPERATIVE DEVELOPMENT: AG VOC ED Final Objectives (Integration of T.A.
& Proposal)

1. To provide bilingual vocational training to twenty-five low-income farmworkers of limited English speaking ability in the operations and management of open field and greenhouse farming, including row crop and greenhouse production and the management of a production cooperative.

- T a. To organize and develop agricultural cooperatives involving at least 25 farmworker members.
- T b. To recruit, identify and orient farmworker families to participate in the program.
- T c. To provide training for some cooperative members in agricultural construction techniques.
- M d. Identify and evaluate initial groups and individuals.
- M e. Assess problem solving capacity of participants.
- M f. Initiate training procedures.
- M g. Evaluation of peer-group learning concept begins.
- M h. Assess relationship of participating groups.
- M i. Alternate skill modules for emphasis on outdoor training.
- M j. Field training
- M k. Assess learning rate of participants and make necessary adjustments.
- M l. Integrate learning process: classroom and field training.
- M m. Intensive training in row crop production.
- M n. Ongoing evaluation of peer group learning process.
- M o. Summarize conclusions.
- M p. Publication of results in booklet form for CCCDC and OED.

2. To provide bilingual vocational training to 135 low-income farmworkers of limited English speaking ability in selected areas of greenhouse production, farm surveying, marketing and small business management, which will increase their ability to obtain skilled employment in the area.

- T a. To train farmworkers through classroom instruction in organizational principles, legal, financial aspects of cooperative development and vocational English for participation in the cooperatives.

(Milestones for item #1 also apply to this objective - see above)

COOPERATIVE DEVELOPMENT: AG VOC ED - Page 2

3. To develop and test bilingual instructional material for vocational training in the operations and management of open field and greenhouse farming.

T a. To develop bilingual curriculum materials relating to cooperatives development.

. Formation of at least one additional cooperative.

T a. To organize and develop agricultural cooperatives involving at least 20 farmworker members.

T b. To assist cooperatives in incorporation by providing legal and technical assistance.

4. To provide close daily assistance to cooperatives and cooperative members in need of such help.

T a. To assist cooperatives in the acquisition of land and necessary equipment and facilities.

T b. To assist cooperatives in obtaining operating capital through loan from banks, agencies and other lending institutions and CCCDC.

T c. To assist cooperatives in incorporation by providing legal and technical assistance.

T d. Assist the cooperatives in articulating and developing a technical and legal resolution for the problem of distribution of assets and equity issues peculiar to production cooperatives.

5. To train and orient staff in order to implement program.

6. Train and assist one of the cooperatives in expanding the cooperative concept one step further to include the integration of production and housing (the Agri-Village model).

COOPERATIVE DEVELOPMENT: AGRIPARK

Final objectives (Integration of

1. To provide continual assistance to the farm families in all aspects of cooperative development including 1) assistance in administrative and supervisorial functions, 2) assistance in the maintenance of a systematic crop schedule, 3) assistance in marketing and production analysis, and 4) assistance in maintaining the accounting system and the completion of regular financial analysis report.

T a. To provide subsistence money for families during the training phase of development

T b. To obtain and develop the following facilities at Agri-Park: farmland, greenhouses, packing shed, equipment, offices for lease to the cooperative.

T c. To monitor financial operations of Rancho La Fe and to assist them in developing accounting systems.

T d. To provide training and technical assistance to Rancho La Fe in marketing, management, and field operations and to assist the cooperative in developing a relationship with suppliers, marketing and agri-business.

2. To construct greenhouses to supplement field crop production, in order to provide year-round employment.

T a. To obtain and develop the following facilities at Agri-Park: farm land, greenhouses, packing shed, equipment, offices for lease to the cooperative.

3. To identify effective methods of production and distribution

T a. To provide training and technical assistance to Rancho La Fe in marketing, management, and field operations and to assist the cooperative in developing a relationship with suppliers, marketing, and agri-business.

4. To expand cultivation at the Agri-Park, by establishing 50 acres of strawberries, 24 acres of row crops, and 50 acres of apricots.

5. To set up a governing board to review mutual points of concern, composed of 3 CCCDC staff and a 3-member committee from the cooperative, and an advisory board composed of the board chairman and exec. director from CCCDC, the president of the cooperative and two members from the community at large to monitor fund investments.

T a. To establish and maintain a functional relationship between CCCDC and the cooperative and thereby demonstrate a model of such a relationship.

6. To provide loan money to Rancho La Fe for farming costs such as planting, purchasing strawberry plants, fertilizers, etc.

- I 7. To develop a line of credit with Wells Fargo Bank in order to make the cooperative self-sustaining.
- T 8. To rejuvenate the Rancho La Fe Cooperative by re-organizing the cooperative and by recruiting and training new members.
- T 9. To document the problems, processes and impact of the model for i potential replication.
- I 10. To resolve social problems in membership.

1. To gather information for the submission of FmHA 515 pre-application and work with FmHA to complete the application process.
 - T a. To assist San Jerardo, Inc. to obtain funds to construct 60 housing units, to build and operate a day care center, to develop a park and recreational facility and to rehabilitate a community center.
 - T b. To obtain support of FmHA for the concept of cooperatively owned housing as a matter of policy.
2. To assist members during the construction phase to resolve family or group problems which may have a negative impact on performance.
 - T a. Resolve organizational and membership problems.
3. To counsel and assist families to develop corporate and organizational structures necessary to assume responsibilities of ownership and management.
 - T a. To develop and incorporate the first cooperatively owned labor camp as an alternative model for providing rural housing and to document for replication.
4. To instruct families in financing, design, management and construction under the self-help method.
 - T a. To provide instruction in cooperative management.
 - T b. To assist San Jerardo members in implementing an accounting system.
5. To coordinate and supervise activities related to the construction of a day care center and the creation of a park and youth facility.
 - M a. Supervise construction activities.
6. To prepare and submit all necessary plans and drawings required by the County prior to construction.
 - T a. To provide legal and technical assistance to obtain use permit: resolve issues relating to building permit and zoning problems, Environmental Impact Report and to provide technical assistance in architectural and engineering planning and cost analysis.
 - M b. Prepare all plans and drawings required by County prior to construction.
 - M c. Challenge and remove zoning barriers prohibiting farmworkers from residing permanently at labor camps.
7. To resolve legal issues raised by opponents of the San Jerardo Development.
 - T a. To work with San Jerardo members to obtain support from Alameda School Board, State Office of Education, Planning Commission, Board of Supervisors, farming companies, and surrounding land owners for the acquisition of the use permit and to build good community relationships.
 - T b. To defend the issuance of the use permit and to set legal precedent.
 - T c. Resolve legal issues related to site development.

8. To investigate the appropriateness of extending the San Jerardo model for use at other existing farm labor housing sites in the Salinas Valley b
- a) research attitudes among growers and farmworkers with regard to the model b) assess willingness on the part of present owners to sell their sites to cōōperative groups by conducting a poll c) pinpoint sites where rehabilitation is feasible and new construction appropriate d) bring together existing data (on farm labor housing) from state, county and university sources.
- T a. To gain information on other labor camps in the area which may be available for purchase by conduting a survey.
 - M b. Research possibility of duplicating San Jerardo model to other migrant housing sites.
 - M c. Develop communication links with labor camp residents; assess attitudes regarding cooperative as an alternative form of home ownership.
 - M d. Try to develop two new labor sites for replication along San Jerardo model.
9. Supervise construction of the housing units.
- T a. To construct two model homes in order to retain the use permit, to maintain the morale of members, to test cost estimates and to demonstrate the feasibility of rehabilitating the units to funding sources.
-
10. To develop two new labor sites for replication along San Jerardo model
- T a. To explore the possibility of initiating at least one other cooperatively owned housing project in Monterey County.
11. To advocate for the concept of cooperatively owned housing at state and federal level.
12. To assist San Jerardo cooperative in meeting obligations on land.

STRAWBERRY COOLER - Final objectives (Integration of L.A. & Proposal)

1. To service three existing strawberry cooperatives and other small, private growers.

T a. To gain support and participation from primarily cooperatives and other small-scale strawberries producers in the planning and use of the cooler.

2. To provide convenient access and lower rates and would serve to increase the level of equity that the cooperative families hold in their farming ventures = substantial savings (3.7% to 20% savings) to cooperatives.

3. To create a common marketing arrangement among the cooperatives.

T a. To gain support and participation from primarily cooperatives and other small-scale strawberries producers in the planning and use of the cooler.

4. To assist the cooperatives in developing the financing package:

a) completion of a definitive feasibility study b) creation of a cash flow analysis c) specifying the organizational and operational arrangements and actual construction and operation d) to leverage additional private capital needed to construct the cooling facility.

T a. To determine economic feasibility of project.

T b. To solicit and coordinate funding for cooler project.

T c. To design, redesign and revise the Cooler cost estimates based on change in site and potential use.

T d. To obtain release of the funds and final approval by overcoming technical obstacles and meeting interpretations of federal regulations.

5. To hire an interim manager with the following responsibilities:

a) oversee the construction of the cooler facility, see that the cooler is built to specifications b) will remain in constant contact with the EDA supervisory engineer, the architectural engineer, the mechanical engineer, CCCDC and the Corporation c) procure produce for the cooler, have contracts for strawberries and other produce signed d) select broker e) devote 80% of time to cooling strawberries and hiring and training staff f) recruit a permanent manager

M a. Hire interim cooler manager.

M b. Manager procures production clientele.

M c. Selects broker.

M d. Completes acceptable business operation plan.

M e. Recruits full-time cooler manager.

M f. Recruits cooler operating staff.

6. To have a first year profit of 15%.

7. To acquire land or lease space for the facility.

T a. To investigate and locate alternative sites for the cooler.

8. To convince federal and state agencies to support community based economic development as a matter of general public policy by using the cooler as a specific precedent.

IV-B: PROJECTS: Questionnaires
Rating Sheets and Forced Field Analysis

IV-B-1: NORTHWEST PROJECT

1. PROGRAM ACTIVITIES - Please list your organization's major areas of program activity:
(a) a year ago, (b) during the coming fiscal year, and (c) ideally

3. What impacts , in addition to any that you have already mentioned, did CCCDC have on your organization?
4. List the elements of CCCDC's experience or "approach" which you find useful for your geographic area or for the communities with whom you work:
5. Did CCCDC bring something to your organization which you would not have gotten otherwise? If yes, what?

If not, how or where else do you think you might have received the same kind of assistance?

3. What impacts , in addition to any that you have already mentioned, did CCCDC have on your organization?
4. List the elements of CCCDC's experience or "approach" which you find useful for your geographic area or for the communities with whom you work:
5. Did CCCDC bring something to your organization which you would not have gotten otherwise? If yes, what?

If not, how or where else do you think you might have received the same kind of assistance?

6. As part of CCCDC's involvement with your organization, were the following steps accomplished:

- (1) Analyzing structure and organizational status.
- (2) Describing their functions and expressed objectives.
- (3) Describing current and long-range potential of the groups and their projects.
- (4) Assessing management, internal development probabilities and fiscal responsibility.

First steps of CCCDC in mounting the program described here would be:

- (1) Meeting with and assessing the groups serving the farmworker population in the above mentioned Oregon, Washington, Idaho area;
- (2) Meeting with leaders of the migrant groups themselves to get their perceptions of the efforts in their behalf;
- (3) Compiling a census (and visiting some) of the educational-training institutions in the area;
- (4) Enumerating the supply, marketing and processing facilities and organizations of the area;
- (5) Estimating land and water costs, availability and capabilities.
- (6) Assessing direct-to-consumer group marketing possibilities for linkages with the production which may be possible for the farmworker groups.
- (7) Assessing human amenities (housing, health care, commercial facilities, community facilities) which are now present and which, if not present, must be provided for success of any development program.
- (8) Determining supply and availability of equity and operating capital and noting the deficiencies.
- (9) Assessing the applicable research and outreach capabilities and deficiencies.

IV-B-2: RESOURCE SYSTEM

IV-B-3: AG VOC ED

SMALL FARM VIABILITY PROJECT: QUESTIONS

1. Describe the history of your involvement in the project.
2. What role and effect did OOCDC have in the project?
3. What would have happened without OOCDC's involvement? Would there have been a project? Other kinds? Would it have gone in another direction?
4. How would you assess the progress made to date?
5. What do you see as the future of this project?
6. Relative to other participants, what kind of leadership role would you say OOCDC played?

None

Less than other
groupsSame as other
groupsMore than
other groupsPlayed
central
role

7. Effects on policy:

- (a) Have policies been altered as a result of the work?
- (b) What kinds of evidence (written documents, projects funded, other actions taken) of policy precedents being set?
- (c) If a new policy exists, what are the expected consequences?
- (d) What is the likelihood of new policies being established?

July 15, 1977

Ag Voc Ed Assessment WorkshopObjectives#

1. ---Identify the characteristics of a well-run coop.
2. Identify the criteria by which one might judge whether a coop was meeting each of the characteristics of a well-run coop.
3. Assess the degree to which the coops fulfill the criteria and the level of progress they are making.
4. Identify the lessons CCCDC staff have learned about providing effective coop development training.
5. (Time permitting) Assess the quality of the training provided to the coops.

Goal- Provide a self-assessment of the Ag Voc Ed training by CCCDC project staff as one element of the CCCDC evaluation.

Schedule

9 00 Introduction to the workshop

1. Review the objectives and the goal.
2. Provide an understanding of how the workshop will run.
3. Provide an understanding of how the results of the workshop will be used in the evaluation.

9 30 List the characteristics of a well-run coop on paper. Each participant does this quietly.

2. Write these statements on flip charts.
3. Write general statements of the characteristics made up of the individual items from each person.

10 30 Break

10 45 List the criteria for judging each characteristic.

1. Each participant looks at each of the general characteristic statements and quietly lists possible ways to judge whether a coop was meeting the characteristic.
2. Write the individual criteria under each characteristic.
3. Agree on one or more criteria for each characteristic.

12 00 Lunch break--staff type the criteria on the rating sheets.

1 00 Assess each coops progress.

1. Rate each coop on the rating sheets. Each participant makes an independent rating.

2. Mark the scores on a summary rating sheet.

3. Discuss the ratings and the reasons why some coops may have gotten different scores.

2 45 Break

3 00 Identify the lessons about coop development training learned by CCCDC staff.

1. Each participant quietly lists lessons they think have been learned.

2. Post the lessons on the flip chart.

3. Write general statements of the lessons learned.

4. Discuss the implications of the lessons.

3 45 Rate the training provided by CCDC in terms of its effectiveness.

1. Each participant quietly rates the training in terms of the effectiveness in teaching the coops to meet the general characteristics.

2. Mark the scores on a summary rating sheet.

3. Discuss the ratings and the reasons for variations in the quality of the training.

Co-op Name: _____

Criteria No.	OVERALL STATUS					PROGRESS					Was this criteria a training objective		SELF-ASSESSMENT OF TRAINING					
	below poor	ave- rage	ave- rage	above ave- rage	ideal	none	little	ave- rage	ave- rage	excel- lent	yes	no	inad- equa	below ave- rage	ave- rage	above ave- rage	excel- lent	
1a																		
b																		
c																		
2a																		
b																		
c																		
d																		
3a																		
b																		
c																		
4a																		
b																		
c																		
d																		
e																		
5a																		
b																		

Co-op Name: _____

Criteria No.	OVERALL STATUS					PROGRESS					Was this criteria a training objective		SELF-ASSESSMENT OF TRAINING				
	below ave- rage	ave- rage	above ave- rage	ideal	none	little	ave- rage	ave- rage	excel- lent	yes	no	inad- equa	below ave- rage	ave- rage	above ave- rage	excel- lent	
	poor																
6a																	
b																	
c																	
d																	
e																	
7a																	
b																	
c																	
d																	
e																	
8a																	
b																	
c																	
d																	
e																	
9a																	
b																	
c																	

Co-op Name: _____

[illegible]

CUESTIONARIO DE ENTRENAMIENTO AGRONOMO VOCACIONAL

1. ¿Cuánto aprendió Ud. de los siguientes tipos de instrucción o actividades?

- a. Instrucción en las clases

- b. Visitas al campo

- c. Los workshops con instructores de otras partes.

1. Los de Norman Welsh
2. El del Sr. Soria
3. El proyecto legal de Berkely sobre los estatutos
4. El de medición agri-
mensor en Salinas

- d. Contacto con los socios de las cooperativas mas establecidas.

- e. Las clases de Inglés

- f. Los workshops en el Ag Training

2. ¿Cuánto aprendió Ud de las siguientes materias?

- a. Los asuntos legales de una cooperativa (los by-laws, artículos de incorporación, como se incorpora, etc.)

- b. Como se conduce una junta siguiendo las reglas del "procedimiento parlamentario"

- c. Los beneficios sociales y económicos y de las cooperativas

- d. Los propósitos de una cooperativa

- c. La estructura y organización de una cooperativa

- f. Los aspectos financieros de una cooperativa

[illegible]

g. Los principios del análisis del agua y de la tierra

h. La producción de las fresas

i. La aplicación de los insecticidas

j. Los principios de la irrigación

3. ¿Cuáles fueron los mejores aspectos del entrenamiento? (es decir los más efectivos)

4. ¿Qué podríamos hacer mejor?

5. ¿Hay mejores formas de aprender los principios de las cooperativas agrícolas?

IV-B-4: AGRI-PARK

AGRI-PARK INTERVIEW GUIDE

1. Describe your involvement in the Agri-Park project.
2. Critical Incident Study(use the attached sheet)
3. Force Field Analysis(use the attached sheet)
4. What changes do you see in the farmworker movement over the past few years, and what effects do you feel they have had on Ranch La Fe?
5. Does Rancho La Fe differ from other coops? If so, in what ways?
6. What did you perceive in CCCDC's approach that ^{can} be done differently in the future?
7. How do you view CCCDC's ^{assistance} role in the project? Was CCCDC's training and technical ^{assistance} useful? What aspects were useful? What aspects were not useful?
8. Rate CCCDC's effectiveness(use the attached sheet)

Please list any incidents or events that had a major impact on the direction of the project; then, rank these incidents or events according to their relative importance, in the squares on the left margin.

This image shows a single page of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page. On the left side, there is a vertical margin line, creating a narrow left margin. The paper appears slightly aged or off-white. There are no markings, text, or drawings on the page.

Please rate on the scale below, CCCDC's effectiveness in the following role:

INLP:

NOT EFFECTIVE	LESS THAN REASONABLY EFFECTIVE	REASONABLY EFFECTIVE	MORE THAN REASONABLY EFFECTIVE	VERY EFFECTIVE

WHAT IS THE BASIS FOR YOUR JUDGMENT?

WITH FINANCIAL RESOURCES:

NOT EFFECTIVE	LESS THAN REASONABLY EFFECTIVE	REASONABLY EFFECTIVE	MORE THAN REASONABLY EFFECTIVE	VERY EFFECTIVE

WHAT IS THE BASIS FOR YOUR JUDGMENT?

VISOR (TECHNICAL, FARM, BUSINESS)

NOT EFFECTIVE	LESS THAN REASONABLY EFFECTIVE	REASONABLY EFFECTIVE	MORE THAN REASONABLY EFFECTIVE	VERY EFFECTIVE

WHAT IS THE BASIS FOR YOUR JUDGMENT?

NPLOCD:

NOT EFFECTIVE	LESS THAN REASONABLY EFFECTIVE	REASONABLY EFFECTIVE	MORE THAN REASONABLY EFFECTIVE	VERY EFFECTIVE

WHAT IS THE BASIS FOR YOUR JUDGMENT?

SOURCE DEVELOPER:

NOT EFFECTIVE	LESS THAN REASONABLY EFFECTIVE	REASONABLY EFFECTIVE	MORE THAN REASONABLY EFFECTIVE	VERY EFFECTIVE

WHAT IS THE BASIS FOR YOUR JUDGMENT?

3. Please list the factors that facilitated, and/or impeded the successful development of the project.

How the Factors Operated	Factors Facilitating the Project's Development	Factors Impeding the Project's Development	How the Factors Operated
Wells Fargo provided loans; EOA, OFD and DOL provided grants	Five respondents: Assistance from financial institutions and funding agencies	Five respondents: problems with the funding system and funding agencies	Funding inadequate, mistimed, short term, piece-meal. Funding agencies - frictions, rivalries unreasonable expectations.
RLF coop members persevered and worked hard.	Seven respondents: RLF coop members dedication and commitment to make coop work.	Five respondents: RLF coop members' dedication and commitment to make coop work.	RLF coop members did not trust people outside of their coop and did not listen to experts' advice.
CCCCDC Board and staff stuck with the project and were willing to contribute time & effort beyond what was expected to make project succeed.	Five respondents: CCCCC's Board and staff's dedication & commitment to the project.	Three respondents: Lack of communication and cooperation between CCCCC and Rancho La Fe.	Problems were not aired by RLF not discussed with CCCCC; instead RLF withdrew from relations with CCCCC.
Good technical assistance from staff and good informational workshops. Many meetings to work out problems.	Three respondents: CCCCC's T.A.	Four respondents: Level of proficiency of staff	CCCCDC staff lacked comprehensive expertise in management, farm operations and marketing.
Many outside resources were available to Rancho La Fe.	Three respondents: Willingness of farming companies to help.	Five respondents: Style of coop leadership and coop decision.	Coop leaders slowed things down wouldn't take advice and caused dissension; coop lacked cohesion had internal conflicts.
CCCCDC had more control to develop the coop role as landowner brought CCCCC credit & credit in farming community	Two respondents: CCCCC's role as landowner.	Two respondents: CCCCC's role as landowner.	CCCCDC had too many vested interests, too much control, omnipresence.
Funds and facilities were available for coop development.	Five respondents: Concept of Agri-Park and greenhouse development were good. Facilities and sites were available for RLF.	Five respondents: Bad market condition for greenhouse products; RLF contracted labor to harvest strawberries.	Rancho La Fe coop lost money in greenhouse and strawberry operations.
		Two respondents: Inadequate technical assistance in management and financial matters.	Coop expenditures were not well monitored, financial obligation not explained to new members; bookkeeping by coop.
		Two respondents: Union's role.	Ambivalence to the idea of coop union support for Rancho La Fe put CCCCC in bad bargaining position.
		Two respondents: Coop members'	Coop members' level of interest

Please rate on the scale below, CCCDC's effectiveness in the following roles:

RAINER:

NOT EFFECTIVE		LESS THAN REASONABLY EFFECTIVE		REASONABLY EFFECTIVE		MORE THAN REASONABLY EFFECTIVE		VERY EFFECTIVE		
1	2	3	4	5.375	X	6	7	8	9	10

WHAT IS THE BASIS FOR YOUR JUDGMENT?

VISION WITH FINANCIAL RESOURCES: 9 responses

NOT EFFECTIVE		LESS THAN REASONABLY EFFECTIVE		REASONABLY EFFECTIVE		MORE THAN REASONABLY EFFECTIVE		VERY EFFECTIVE	
1	2	3	4	5	6	7	X 8.000	9	10

WHAT IS THE BASIS FOR YOUR JUDGMENT?

VISION (TECHNICAL, FARM, BUSINESS) 8 responses

NOT EFFECTIVE		LESS THAN REASONABLY EFFECTIVE		REASONABLY EFFECTIVE		MORE THAN REASONABLY EFFECTIVE		VERY EFFECTIVE	
1	2	3	4	5	X 6.750	7	8	9	10

WHAT IS THE BASIS FOR YOUR JUDGMENT?

COLLECTOR: 9 responses:

NOT EFFECTIVE		LESS THAN REASONABLY EFFECTIVE		REASONABLY EFFECTIVE		MORE THAN REASONABLY EFFECTIVE		VERY EFFECTIVE	
1	2	3	4	X 5.444	6	7	8	9	10

WHAT IS THE BASIS FOR YOUR JUDGMENT?

SOURCE DEVELOPER: 9 responses

NOT EFFECTIVE		LESS THAN REASONABLY EFFECTIVE		REASONABLY EFFECTIVE		MORE THAN REASONABLY EFFECTIVE		VERY EFFECTIVE	
1	2	3	4	5	6	X 7.222	8	9	10

WHAT IS THE BASIS FOR YOUR JUDGMENT?

**CENTRAL COAST COUNTIES DEVELOPMENT CORPORATION**

7000 Soquel Drive, Aptos, California 95003 (408) 688-9000

President: Manuel Santana

Executive Director: Alfred Navarro

Vice-President: Al Espinosa

Secretary-Treasurer: Linda Sanguino

Septiembre 15, 1977

Estimado

Acabamos de terminar la primera versión del estudio de impactos sobre el Agri-Park y Rancho La Fe, basado en nuestras entrevistas con Ud. Y con los demás que trabajaron en el proyecto. Adjunto encontrará un grupo de hipótesis derivado de nuestros descubrimientos. Diga por favor si Ud. está de acuerdo, en desacuerdo, o no tiene opinion firme, y donde sea apropiado dé sus razones o información adicional. Esta servirá para validar y reforzar nuestros descubrimientos.

Es crítico que recibamos su respuesta en Septiembre 20. Gracias por su ayuda. Ud. recibirá una copia terminada en Octubre.

Sinceramente

El Grupo de Evaluación

P.S.

Por favor llámenos si necesita una explicación más clara de las preguntas.

SUMARIO DE RESPUESTAS

	DE ACUERDO	DESACUERDO	NO TIENE OPINION FIERME	COMENTARIOS
1. <u>El primer compromiso de los socios de Rancho La Fe a los objetivos y tácticas del UFW resultó en:</u>				
a. Una falta de simpatía con, o entendimiento de los objetivos de la cooperativa o del desarrollo económico.				
b. Incapacidad o renuencia para confiar en CCCDC u otros grupos e individuos en la comunidad.				
c. Uso de tácticas "adversarias" en situaciones donde fueron contra-producto.				
2. <u>Características de los mismos grupos de Rancho La Fe no favorecieron al desarrollo de una cooperativa viable.</u>				
a. Poca cohesión en el grupo; mucho cambio de socios.				
b. Poca participación en la toma de decisiones, acceso limitado a información dentro del grupo (liderato autocrático) falta del concepto de toma de decisiones democrática, se miraron como "obreros" inicialmente, y luego como "capatazes".				
3. <u>Relaciones entre CCCDC y RLF caracterizado por una falta constante de confianza (desde el principio).</u>				
a. Una relación de dependencia: CCCDC como patrón.				
b. Relación de propietario.				
c. Orientación adversaria de RLF.				
d. Falta de confianza exacerbada por errores administrativos de CCCDC				
e. El control financiero por CCCDC nunca hecho con éxito.				

	DE ACUERDO	DESACUERDO	NO TIENE OPINION FIRME	COMENTARIOS
4. <u>El reclutamiento debe ser más riguroso, sistemático.</u>				
a. Falta de criterio: ejemplo, compromiso, intento, etc.				
b. Un núcleo cohesivo es deseable.				
5. <u>El papel de CCCDC como propietario es una causa de problemas con Rancho La Fe.</u>				
a. "Demasiados intereses" demasiado apalancamiento sobre grupo de la cooperativa; el papel monitor del propietario estuvo en pugna con los papeles de entrenamiento y de soporte.				
b. Abierto al ataque ideológico.				
c. CCCDC es ineffectivo en el papel de monitor (no tiene bastante cuidado en revisar las finanzas).				
6. <u>CCDC fué considerado lo más efectivo en el desarrollo de recursos y finanzas.</u>				
a. Las facilidades son muy buenas.				
b. Recursos movilizados de una variedad de fuentes.				
7. <u>Entrenamiento</u>				
a. Insuficiente en el manejo de negocios, finanzas, administración.				
b. Debe haber sido más estructurado, con más entrenamiento de personal.				

DE ACUERDO

DESACUERDO

NO TIENE
OPINION FIRME

COMENTARIOS

8. <u>El papel como monitor financiero es una fuente de problema.</u>				
a. CCCDC no revisó los gastos con bastante cuidado.				
b. Debe proveer la asistencia técnica sin préstamos directos.				
c. CCCDC debería obtener compromiso de la cooperativa. (inversion financiera y la "la equidad de sudor".				
9. <u>El tiempo de fondos fué un problema: Los fondos duran un tiempo corto, decisiones hechas según los ciclos de fondos, en vez que de acuerdo a las necesidades del proyecto.</u>				
0. <u>Lapsos de actividad fué un problema:</u>				
a. A causa de los lapsos de fondos.				
b. Entre el primero y segundo grupos de cooperativa				
c. Personal no reemplazado después que se fueron.				
d. Incapacidad para apoyar programas internos (aunque los fondos estuvieran allí).				

	DE ACUERDO	DESACUERDO	NO TIENE OPINION	COMENTARIOS
11. <u>Problemas que resultaron por falta de sistema de manejo controlado en CCCDC.</u>				
a. <u>Insuficiente dirección fue dada al personal.</u>				
b. <u>Insuficiente coordinación entre el personal.</u>				
c. <u>Se necesita más "clara, regular y específica coordinación y comunicación entre el personal y la mesa"</u>				
d. <u>El personal demasiado extendido.</u>				
e. <u>Debería prevenir la repetición de errores pasados.</u>				
f. <u>El proyecto debe ser "organizado mejor"</u>				
g. <u>"Alguien debería haber estado allí todo el tiempo, quedando arriba de los aspectos financieros, de negocio y producción".</u>				
h. <u>Debería haber sido una evaluación continua.</u>				
i. <u>"CCDC no previno los problemas que se fueron desarrollando. No actuaron bastante pronto.</u>				



CENTRAL COAST COUNTIES DEVELOPMENT CORPORATION

7000 Soquel Drive, Aptos, California 95003 (408) 688-9000

President: Manuel Sañtana

Executive Director: Alfred Navarro

Vice-President: Al Espinosa

Secretary-Treasurer: Linda Sanguino

September 14, 1977

Dear

We have just completed the first draft of the Impact Study on the Agri-Park and Rancho La Fe, based on our interviews with you and with others involved in the project. Attached is a set of hypotheses derived from our findings. Please state if you agree, disagree, or have no firm opinion, and, where appropriate, give reasons or additional information. This will serve to validate and strengthen our findings.

It is crucial that we receive your response by September 23rd in order to meet our deadline. Thank you for your help. You should receive a finished copy in October.

Sincerely,

THE EVALUATION TEAM

SW

Enclosure

P. S. Please call us if you need further clarification of the questionnaire.

Ag Training
693 Harkins Slough Rd.
Watsonville, CA 95076
688-9703

Agri-Park
1700 Old Stage Rd.
Salinas, CA 93901
758-1634

Project Aware/P.A.N.
467 East Market St.
Salinas, CA 93901
757-3071

Summary Statements

	Agree	Disagree	No firm opinion	Comments
1. <u>Pancho La Fe Members' primary commitment to the goals and tactics of the UFW resulted in:</u>				
a. Lack of sympathy with, or understanding of the goals of cooperative or of economic development.				
b. Inability or reluctance to trust CCCDC or other groups and individuals in the community.				
c. Use of "adversary" tactics in situations where those were counter-productive.				
2. <u>Characteristics of the Pancho La Fe group itself were not conducive to the development of a viable co-op:</u>				
a. Little group cohesion; high membership turnover.				
b. Narrow degree of participation in decision-making, limited access to information within the group (autocratic leadership); lacked concept of democratic decision-making; saw themselves as "laborers" initially, then as "foremen".				

	Agree	Disagree	No firm opinion	Comments
3. <u>CCCCDC-RLF relationship characterized by consistent lack of trust (from beginning):</u>				
a. Dependency relationship: CCCDC as "boss".				
b. "Landlord" relationship.				
c. "Adversary" orientation of RLF.				
d. Lack of trust exacerbated by administrative errors of CCCDC.				
e. Financial monitoring by CCCDC never done successfully.				
4. <u>Recruitment/screening should be more rigorous, systematic.</u>				
a. Need criteria: e.g., commitment, intent, etc.				
b. Cohesive core group desirable.				
5. <u>CCCCDC's role as landlord caused problems with Rancho La Fe.</u>				
a. "Too many interests", too much "leverage" over co-op group; landlord-monitor role conflicted with training and support roles.				
b. Open to ideological attack.				
c. CCCDC ineffective in monitoring-role (not careful enough in checking finances).				
6. <u>CCCCDC was rated most effective as a resource developer/financial liaison.</u>				
a. Facilities very good.				

	Agree	Disagree	No firm opinion	Comments
b. Mobilized resources from variety of sources.				
7. <u>Training</u>				
a. Insufficient in business management, finances, administration.				
b. Should have been more structured, with more staff training.				
8. <u>Role as financial monitor source of problems.</u>				
a. Didn't check expenditures carefully enough.				
b. Should provide technical assistance without direct loans.				
c. Should get commitment from co-op (financial investment and "sweat" equity).				
9. <u>Timing of funding was a problem: funding is short-term, decisions made according to funding cycles, rather than according to project needs.</u>				
10. <u>Lapses of activity were a problem:</u>				
a. Because of funding lapses.				
b. Between first and second co-op groups.				
c. Staff not replaced after departure.				
d. Inability to sustain internship program (even though funds were there).				

	Agree	Disagree	No firm opinion	Comments
11. <u>Problems resulted from CCCDC's lack of a monitored management system.</u>				
a. Insufficient direction given to staff.				
b. Insufficient coordination among staff.				
c. More "clear, regular, and specific coordination and communication between staff and board" needed.				
d. Staff over-extended, spread too thin.				
e. Should prevent repeating past mistakes.				
f. Project should have been "better organized".				
g. "Somebody should have been there all the time, keeping on top of financial aspects, business and production."				
h. Should have been ongoing evaluation.				
i. "CCCDC did not foresee the magnitude of problems that were developing. They did not act soon enough."				
12. <u>Problems resulted from turnover of CCCDC staff responsible for the project.</u>				

Please review the above twelve hypotheses (the underlined statements) and rank them according to their relative importance in determining the outcomes of the project. Add the number "1" beside the item or set of items that you feel was most important, the number "2" by the second most important, etc.

IV-B-5: SAN JERARDO

SAN JERARDO INTERVIEW GUIDEOther Agencies

1. What is the extent of your organization's involvement in cooperative housing?'
2. Why did you become involved in cooperative housing?
3. What is the extent of your contact with the San Jerardo project?
4. Does your organization have any plans for developing, studying the feasibility of, or otherwise becoming involved in cooperative housing?

SAN JERARDO INTERVIEW GUIDEFarmers Home Administration Study

1. Which of the following factors were influential in FmHA's granting San Jerardo approval of its 515 loan application?
 - change in attitude of FmHA officials resulting from contacts with San Jerardo staff
 - change in Federal administration
 - other influences (specify)

2. What specific changes in FmHA policy were necessary to approve the San Jerardo loan?

3. Are other future cooperatively-owned housing projects more likely to be approved for FmHA funds as a result of San Jerardo?

4. What do you think might have happened with San Jerardo without CCCDC's involvement?

SAN JERARDO INTERVIEW GUIDECabrillo Village/San Jerardo Comparison

Cabrillo Village and San Jerardo are both attempts to establish cooperatively-owned farmworker housing projects at former farm labor camps. San Jerardo has had continuous, full-time professional assistance from one multi-purpose organization, CCCDC; Cabrillo Village has received technical assistance from a variety of more specialized sources. What differences in the respective development of the two projects are attributable to the more continuous and comprehensive role played by CCCDC?

Please answer (to the best of your knowledge) the following questions with respect to both Cabrillo Village and San Jerardo:

1. Describe the process of incorporation as a cooperative; enumerate any problems encountered and how they were solved.
2. What were membership problems and how were they solved?
3. What are the advantages and disadvantages of living on-site versus living elsewhere during planning and construction?
4. What are the advantages and disadvantages of comprehensive technical assistance from one organization versus specialized technical assistance from a variety of sources?
5. How do San Jerardo and Cabrillo Village differ with respect to management and governance (e.g., meetings, group processes, Board functions)?

IV-B-6: COOLER

Cooler Project Interview Guide: Agency Officials

1. Describe your involvement in the Cooler project.
2. Has the Cooler project increased or decreased the likelihood that your agency will fund similar projects. If it has increased the likelihood of funding, please give some concrete examples.
3. Has the Cooler project set any precedents in the use of such funds for community development or in legislation.
4. Was the Cooler a good idea as a community development strategy? Is it still worth pursuing?
5. How do you view CCCDC's role in the project? Was it an appropriate role? Could CCCDC have been more effective in implementing the project? If so, how?
6. How would you do things differently, if you had it to do over again.
7. Why do you think the Cooler has not been built yet? Please list the factors that facilitated and/or impeded the successful development of the project on the attached sheet.

Cooler Project Interview Guide: Non-Agency People

1. Describe your involvement in the Cooler project.
2. Did any changes occur in relationships between the coops as a result of the Cooler project?
3. Is the Cooler a good way to get the coops to work together? Is there another, better way?
4. Were the coops receptive to the idea of a Cooler? Why were or weren't they receptive?
5. Was CCCDC premature in introducing the Cooler to the coops? Were the coops ready for the Cooler? Please give your judgement on the attached sheet.
6. Could CCCDC's technical assistance have been more effective? Please rate the technical assistance on the attached sheet.
7. What did you perceive in CCCDC's approach that can be done differently in the future?
8. Why do you think the Cooler has not been built yet? Please list the factors that facilitated and/or impeded the successful development of the project on the attached sheet.

was CCCDC too premature in introducing the Cooler to the coops?

Were the Coops ready for the Cooler?

Please give your judgment on the scale below.

THE COOPS WERE NOT AT ALL READY	THE COOPS WERE ALMOST READY	THE COOPS WERE READY FOR THE COOLER	THE COOPS WERE FULLY PREPARED FOR THE COOLER	

WHAT IS THE BASIS FOR YOUR JUDGMENT?

Could CCCDC's technical assistance have been more effective?

Please rate the technical assistance on the following scale.

POOR	LESS THAN SATISFACTORY	ABOUT WHAT COULD BE EXPECTED	QUITE GOOD	EXCELLENT

WHAT IS THE BASIS FOR YOUR JUDGMENT?

Was CCCDC too premature in introducing the Cooler to the coops?

Were the Coops ready for the Cooler?

Please give your judgment on the scale below.

Four responses:

THE COOPS WERE NOT AT ALL READY		THE COOPS WERE ALMOST READY		THE COOPS WERE READY FOR THE COOLER		THE COOPS WERE FULLY PREPARED FOR THE COOLER			
1	2	X 3.75	4	5	6	7	8		

WHAT IS THE BASIS FOR YOUR JUDGMENT?

Could CCCDC's technical assistance have been more effective?

Please rate the technical assistance on the following scale.

Five responses:

POOR		LESS THAN SATISFACTORY		ABOUT WHAT COULD BE EXPECTED		QUITE GOOD		EXCELLENT	
1	2	3	4	X 5.00	6	7	8	9	10

WHAT IS THE BASIS FOR YOUR JUDGMENT?

Why do you think the Cooler has not been built yet?

Please the factors that facilitated and/or impeded the successful development of the project.

THE FACTOR
FATED

FACTORS FACILITATING THE PROJECT'S DEVELOPMENT

FACTORS IMPEDING
THE PROJECT'S
DEVELOPMENT

HOW THE FACTOR
OPERATED

How the Factors Operated	Factors Facilitating the Project's Development	Factors Impeding the Project's Development	How the Factors Operated
EDA, OED and HCD provided funds & other forms of support that made the project possible	Four respondents: agency support, financial assistance & cooperation.	Five respondents: agency's inertia, paperwork & lack of interagency communication	Led to delays and the eventual freezing of funds.
Design capabilities and capacity demonstrated its economic feasibility	Three respondents: design of and a need for a facility in the area	Three respondents: opposition from the local business community (i.e., other cooler operators)	Opponents charged that the project was illegally competitive - delay in progress in order to refute charges
Staff was responsive to agency reg's and performed good preparatory documents	Two respondents: good staff, excellent feasibility studies	Four respondents: poor management of staff	Lack of continuity in project due to: high staff turnover, poor scheduling coordination of tasks & little delegation of resp
Brought about agency support and funding	Three respondents: good job of promoting the project	Three respondents: little planning & communication with the coops	Lack of information to and input from the coops
Central & 4 new coops liked the idea, the former soliciting other coops' participation & providing info., contacts	Three respondents: initial support from the coops	Five respondents: coops' reluctance to participate	Coops were not developmentally ready, had problems with CCCDC ownership & mtg primary needs - as a result agreement was secured
		Five respondents: Agri-Park-Rancho La Fe situation	Politics of the situation led to a reduction of agency commitment & coop disunity
		Four respondents: land acquisition problems	Led to delays as a result of site changes and the inability to secure a site

PRECUNTAS SOBRE EL COOLER

1. ¿Se necesita un Cooler en el area Sí _____ No _____ Si es así, Porqué?

2. ¿Qué beneficios obtendría su cooperativa de un Cooler?

3. ¿Cree usted que el perseguir el desarrollo del Cooler es una buena idea?

No vale la pena perseguirlo de ninguna forma _____	Vale la pena perseguir este proyecto pero no es de gran utilidad a mi cooperativa _____	Beneficiaría a mi cooperativ grandemente y es importante perseguirlo _____
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4. ¿Aprendió usted algo sobre su relación en este proyecto? Sí _____ No _____
Si es así, Porqué?

5. ¿Qué tan seguido tiene usted contacto con las otras cooperativas en el transcurso de un mes normal? ¿Cuáles son los propósitos de estos contactos?

6. ¿Incrementó su relación con el proyecto del cooler estos contactos? Sí _____ No _____

7. ¿Está pensando su cooperativa en formar una asociación mercantil común? Sí _____ No _____
Si es así, es resultado de actividades relacionads al Cooler? Sí _____ No _____

¿Cuánto acuerdo común hay entre todas las cooperativas para desarrollar una asociación mercantil común? Ninguno _____ Algo _____ Mucho _____

8. ¿Hay planes para crear una federación de cooperativas? Sí _____ No _____
Si es así cuáles son?

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